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REVIEW OF POPULATION TRENDS, POLICIES AND PROGRAMMES: MONITORING OF MULTILATERAL POPULATION ASSISTANCE

Monitoring of multilateral population assistance

Report of the Secretary-General

SUMMARY

The present report has been prepared in response to recommendation 88 of the International Conference on Population held at Mexico City in 1984, as well as to Economic and Social Council resolutions 1986/7 and 1987/72, in which the Secretary-General was requested to prepare, on a regular basis, reports on monitoring of multilateral population assistance. Since less than a year has elapsed since the Population Commission's twenty-seventh session, when a full report on the monitoring of multilateral population assistance was presented, the Commission will have before it only an update of that report.

The present report describes trends in multilateral population assistance, highlights the substantive areas where such assistance was used and reviews operational aspects within the United Nations system for channelling assistance to developing countries. The report notes that as a result of the adoption of the Programme of Action by the International Conference on Population and Development, held at Cairo in 1994, multilateral assistance will undergo both substantial changes in the quantity of resources made available and a reorientation towards the major themes of the Conference, including reproductive health/family planning and the empowerment of women.

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* E/CN.9/1995/1.

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INTRODUCTION

1. The present report has been prepared in response to recommendation 88 of the International Conference on Population, held at Mexico City in 1984, 1/ in which the Secretary-General was requested to undertake the monitoring of multilateral population programmes of the United Nations system aimed at the further implementation of the World Population Plan of Action, 2/ and to Economic and Social Council resolutions 1985/4, 1986/7 and 1987/72 and General Assembly resolution 39/228.

2. The first report on multilateral population assistance (E/1989/12) covered the period 1974-1988, following the World Population Conference held at Bucharest in 1974. Building upon the first report, the second report (E/CN.9/1991/8) highlighted developments that occurred during 1989 and 1990. The third report (E/CN.9/1994/6), covering the period 1991-1992 and part of 1993, was prepared for the twenty-seventh session of the Population Commission, held in March 1994. Given the short interval between that session and the twenty-eighth session, the present report merely updates the 1994 report. A further reason for preparing an abbreviated report was that decisions concerning the follow-up to the International Conference on Population and Development, held at Cairo in September 1994, were expected to result in major changes in monitoring and reporting on progress made towards achieving the goals contained in the Programme of Action adopted by the Conference. 3/

3. As the General Assembly made clear in its resolution 49/128, the Population Commission will be "revitalized", with the new functions of monitoring, reviewing and assessing the implementation of the Programme of Action; the name of the Commission will be changed to the Commission on Population and Development. In the same resolution, the Assembly requested the Population Commission, at its twenty-eighth session, to review the Programme of Action and its implications.

4. The importance of responding forcefully and promptly to the plan set out at Cairo for concrete actions in the field of population and development is therefore apparent. Several actions in the months since the Conference have already been taken to energize the world towards fulfilling the promise of the Conference. It is important to update the Commission about recent actions undertaken by multilateral agencies.

5. Among the most significant developments are those concerning the follow-up to the Conference. In paragraph 16.29 of the Programme of Action, all specialized agencies and related organizations of the United Nations system are invited to strengthen and adjust their activities, programmes and medium-term strategies, as appropriate, to take into account the follow-up to the Conference.

6. The Executive Director of the United Nations Population Fund (UNFPA) has been requested by the Administrator of the United Nations Development Programme (UNDP), on behalf of the Secretary-General, to develop a coordinated approach for the implementation of the Programme of Action. In order to enhance complementarity, maximize comparative advantage and increase coordination among

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the different United Nations organizations, an Inter-Agency Task Force is being established that will include high-level officials of the United Nations system, including the World Bank, to devise a common and integrated strategy for the follow-up to the Conference. The Executive Director of UNFPA has been requested to coordinate the Task Force and UNFPA headquarters will serve as the secretariat for meetings of the Task Force.

7. The Inter-Agency Task Force will meet regularly to discuss the progress made in implementing the recommendations of the Programme of Action. The Task Force will focus on three aspects: policy development, coordination and the monitoring of progress made in the implementation of the Programme of Action. The principal actions at the country level will be coordinated by the United Nations resident coordinator.

8. Mobilization of both domestic resources and international assistance is given great emphasis in the Programme of Action. The Conference was the first United Nations international conference to agree to a schedule of resource mobilization in order to achieve a specific set of development objectives. Monitoring resource mobilization on a regular basis will in fact be an added major responsibility for UNFPA on behalf of the Secretary-General. It is important to realize the fundamentally operational character of the Programme of Action and then to put in place adequate follow-up mechanisms to achieve the desired operational results. At the Conference, many major donors indicated their commitment to substantially increase assistance for population, in line with the estimates set out in the Programme of Action. This will have important implications for the level of financial resources channelled through multilateral agencies. Section III.D of the present report describes in detail the requirements for resource mobilization for the implementation of the Programme of Action.

I. TRENDS IN MULTILATERAL POPULATION ASSISTANCE 4/

A. Background

9. Multilateral population assistance is provided by United Nations organizations that carry out population-related programmes. For many of these organizations, funds committed to population activities come primarily from UNFPA and, to a lesser extent, from their own regular budgets and other funding sources. UNFPA is the most important source of multilateral population assistance, both because it is the major source of population funding for other multilateral organizations within the United Nations system and because of the large quantity of assistance it supports directly through national population programmes. The World Bank and increasingly the regional development banks are other major multilateral sources of population assistance through their disbursement of loans and credits.

10. The overall trends in multilateral population assistance for the United Nations system for 1990-1992, in millions of United States dollars are summarized below (data for 1993 are not yet available):

	1990	1991	1992
Total assistance	972	1 306	1 033
UNFPA	232	240	204
Other United Nations organizations	86	102	54
Private sources	48	76	106
World Bank loans a/	169	354	107

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a/ World Bank figures represent funds committed in a given year and should not be confused with expenditures. In the case of UNFPA, committed funds are allocated for the same year; in the case of the World Bank, committed funds are typically disbursed as loans over several years.

In 1990, total international assistance for population programmes amounted to US$ 972 million, including World Bank loans and credits. Of this amount, $669 million came from donor countries while the rest of the United Nations system provided $86 million and private sources, $48 million. World Bank loans in 1990 amounted to $169 million.

11. By 1992, international population assistance in the form of grants and loans had barely increased over the 1990 figure, after experiencing a large increase in 1991. Private sources of international assistance have continued to increase substantially, but this was offset by a large drop in multilateral sources from the United Nations system (excluding UNFPA). Data for 1993 are incomplete, but provisionally UNFPA expenditures amounted to $213 million, while World Bank loans for its fiscal year totalled close to $200 million.

12. Within the United Nations system (excluding the World Bank), UNFPA has provided the largest proportion of funds to population assistance. In 1989, expenditures to population assistance through the UNFPA channel amounted to 81 per cent of all funds routed through the United Nations system. In 1992, the proportion remained unchanged at 81 per cent.

B. Expenditure by geographical region 5/

13. Most population assistance is channelled to developing countries under three modalities: bilateral agencies, multilateral agencies and non-governmental organizations. Of total expenditures of population-related assistance in 1992, about 33 per cent involved direct transfers through bilateral channels, 26 per cent through multilateral agencies and 41 per cent through non-governmental organizations. Over the past decade, these proportions have fluctuated from year to year, but no apparent trend can be observed.

14. The distribution of international assistance by channel differed from region to region. In Africa, project execution using direct bilateral

assistance accounted for 39 per cent of the funds, multilateral means, 27 per cent and non-governmental organizations, 34 per cent. In Asia and the Pacific, direct bilateral assistance made up 49 per cent of funding in 1992, with 23 per cent supplied through the United Nations system and 28 per cent through non-governmental organizations.

15. Between 1989 and 1992, regional variations in channels of population assistance were slight. In Western Asia, greater involvement of non-governmental organizations over the period may indicate a trend or may simply be the result of random yearly variations.

16. Considering expenditures for population programmes from multilateral sources alone, Africa and Asia and the Pacific have received the largest share of population assistance. This is explained mainly by the growing priority given to those regions by both bilateral and multilateral agencies. In 1992, about 36 per cent of total multilateral funds went to each region, while Latin America and the Caribbean received 16 per cent and Western Asia, 9 per cent. Europe accounted for under 3 per cent of the total expenditure. A broadly similar pattern of regional allocations is found in the distribution of UNFPA funds for 1992 and 1993.

17. The pattern of multilateral funding shows that Asia and the Pacific has received a declining share of population resources. In 1986, the region received 52 per cent of funds, which declined to 37 per cent in 1992. In contrast, assistance to Africa has increased, from 26 per cent in 1986 to 36 per cent in 1992. The share of Latin America and the Caribbean increased from 10 per cent in 1986 to 16 per cent in 1992. Western Asia has consistently received about 10 per cent of the total multilateral funding.

18. Regarding geographical trends in UNFPA funding, Africa has increasingly received more funds, from 22 per cent in 1986 to 33 per cent in 1993. The shares for other regions have remained roughly stable over the same period. Latin America and the Caribbean has received from 12 to 13 per cent of UNFPA funds and Western Asia, about 9 to 10 per cent during the period under consideration. 6/

C. Expenditure by work-plan category

19. Reporting of UNFPA expenditures still follows the work-plan categories agreed upon by the Administrative Committee on Coordination (ACC), although modifications are planned in order to categorize activities according to the main themes identified at the Cairo Conference. The bulk of funds for programmes on maternal and child health and family planning (MCH/FP) accounted for 52 per cent of total available funding in both 1992 and 1993. Information, education and communication (IEC) programmes received about 15 per cent over the same period. Population dynamics received 9 per cent in 1992 and 7 per cent in 1993. About 9 per cent of funds went to formulation and evaluation of population policies and integration of population into development planning, from 4 to 6 per cent went to special-sector programmes and about 3 to 4 per cent for multisectoral activities during the same period.

20. The increase in resources allocated to MCH/FP programmes after 1991 may be attributed both to the decrease in expenditures for data collection and analysis following the peak in the 1990 round of censuses and to increasing demand for MCH/FP services.

D. Expenditure by work-plan category and region

21. An examination of regional trends within substantive sectors reveals that, in MCH/FP, there has been an increase in the share of regional funding for activities in Western Asia. In this region, UNFPA expenditures rose from 28 per cent of the total in 1990 to 59 per cent in 1993. The proportions of total expenditures for MCH/FP also rose in other regions in 1993 (except in Asia and the Pacific), but this may reflect normal fluctuations from year to year rather than a trend.

22. There have been year-to-year fluctuations in the proportions of funding for the IEC sector in all regions during the period 1990-1993. The proportion of expenditures for IEC in Africa averaged about one fifth of the total spending over the period, the highest of any developing region. In Latin America and the Caribbean and Western Asia no clear trend is evident, but both regions had considerably lower IEC expenditures in 1993.

23. As far as basic data collection for population is concerned, there has been a decline in the proportion of funds in sub-Saharan Africa and in Asia and the Pacific for this category since 1990. In the case of Africa, population funds for censuses, surveys and vital statistics and civil registration systems declined from 23 per cent in 1990 to 14 per cent in 1993. Even at this lower percentage, however, Africa outpaced all other regions in expenditures for data collection. The proportion of expenditures for basic data collection in Asia and the Pacific has also fallen, standing at 4 per cent in 1993. In the other two regions, expenditures in this area remained roughly unchanged.

24. The proportion of support for activities in population-dynamics research has declined in all developing regions, although in Asia and the Pacific this proportion has historically been rather low.

25. Expenditures for formulation and evaluation of policies and programmes continue to be important in Africa, where the proportion of funds for that sector increased from 11 to 13 per cent in 1993. In many African countries, Governments have set up special population units in planning and other ministries. UNFPA has assisted those units as well as projects specifically aimed at the formulation of population policies. In Western Asia, Asia and the Pacific, and Latin America and the Caribbean, only between 3 and 6 per cent of available funds were devoted to the formulation and evaluation of polices and programmes in 1993.

E. Expenditure by executing agency

26. Population projects funded by multilateral sources are executed by Governments, United Nations organizations or non-governmental organizations. 7/

In 1989, approximately 20 per cent of UNFPA-funded projects were executed by UNFPA itself, 54 per cent by other United Nations organizations, 14 per cent by Governments and 12 per cent by non-governmental organizations.

27. By 1992, UNFPA execution accounted for 25 per cent and other United Nation organizations for 44 per cent of funds originating from UNFPA. The increase in UNFPA execution is mainly attributable to the increased responsibility given to UNFPA for contraceptive procurement. Government execution in 1992 accounted for 18 per cent and the share executed by non-governmental organizations remained at 13 per cent.

28. The increase in funds for projects executed by UNFPA and those directly executed by Governments reflects new arrangements for national execution of projects pursuant to the policy of the UNDP/UNFPA Governing Council that makes national project execution the preferred modality, in conformity with General Assembly resolution 47/199.

29. Execution of population projects by other United Nations organizations has generally declined since 1989, both in absolute amounts and in their share in total project execution. The exception to this trend is the United Nations Children's Fund (UNICEF). This is in response to explicit efforts by UNFPA and UNICEF towards greater collaboration and is in line with decisions of the governing bodies of both organizations.

F. Multi-bilateral financing

30. In addition to resources regularly contributed by donors to UNFPA, the Fund receives funding for earmarked projects that are managed by the Fund as multi-bilateral resources. Five per cent of total UNFPA expenditures in 1993 came from multi-bilateral funding ($10.3 million), about the same level as 1992. Multi-bilateral financing, however, has continued to rise over a longer time period: income from multi-bilateral sources increased from $7.3 million in 1989 to $15.6 million in 1993. Major multi-bilateral donors to UNFPA include Australia, Austria, Belgium, Canada, Finland, France, Italy, Luxembourg, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom of Great Britain and Northern Ireland.

31. When multi-bilateral funding is analysed by work-plan categories, it is clear that family planning programmes have received the bulk of multi-bilateral resources, about 52 per cent in 1993. IEC projects received only about 8 per cent. The other important area supported by multi-bilateral funds in 1993 was basic data collection, whose share of the total was 19 per cent.

32. In 1993 the bulk of multi-bilateral financing went to sub-Saharan Africa (44 per cent) and Asia and the Pacific (29 per cent). Interregional activities accounted for about 17 per cent of multi-bilateral expenditures in 1993.

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G. Loans and credits from the World Bank and regional development banks

33. The World Bank differs from other United Nations organizations in that it normally provides loans rather than grants for population activities. The World Bank financial figures are also expressed in terms of multi-year funding commitments rather than annual expenditures and are therefore difficult to compare with other donor financial statements. Over the years, the amount of World Bank loans in the field of population, health and nutrition (PHN) has increased. Loan commitments for the population component of PHN have fluctuated in the recent past: funds devoted to population alone amounted to $86 million in 1988, $169 million in 1990 and $107 million in 1992. 8/

34. Regional development banks are also giving increased priority to loans for population activities. Most notably, the Asian Development Bank has prioritized population assistance in its Medium-term Strategic Planning Framework (1993-1996). Cumulative Asian Development Bank support in integrated health and population projects totalled $669 million as of mid-1993. Of this amount, $50 million went to the population component. The African Development Bank has also placed population squarely in the centre of its priority concerns for development assistance.

II. SUBSTANTIVE ISSUES

35. In monitoring multilateral population assistance, the UNDP/UNFPA Governing Council requested the Secretary-General to review substantive and technical issues of special priority to population concerns. Pursuant to that request, the present report focuses on (a) basic data collection and analysis; (b) population dynamics; (c) formulation and evaluation of population policy; (d) family planning as integrated in MCH and primary health-care approaches; (e) population information, education and communication; and (f) special programmes. None the less, it should be borne in mind that a new reporting mechanism for following up the Programme of Action will soon be adopted, implying the monitoring of a set of programme priorities and categories (different from the six categories mentioned above) that better capture the new priorities agreed upon in Cairo.

36. The UNDP/UNFPA Executive Board has also recommended that population assistance support activities integrating gender considerations into population and development. In the present report, therefore, gender is reflected in all substantive areas of population assistance. At the same time, population assistance primarily focused on women and development issues is covered separately in section F below.

A. Basic data collection and analysis

37. Population planning and programme implementation require accurate data on numbers and characteristics of a country's inhabitants, migration patterns, spatial distribution of population, incidence of births and deaths, rate of population increase, fertility and mortality, the formation and dissolution of

families and households and the like. The principal sources of such data are censuses, surveys and vital statistics systems based on civil registration of births, deaths, marriages and divorces.

38. During the 1990 census decade, which covered the period 1985-1994, 193 countries or territories have taken or plan to take a population and housing census and certain others have taken a census of population or a census of housing separately. Of the 56 countries in Africa, a census has been taken in 45 countries or areas; in 35 countries (37 censuses) the census was taken during the period 1985-1992 and in 10 other countries censuses were planned for 1993 or 1994.

39. During the past two census decades, there has been a marked increase in the number of censuses taken in Africa. This is due to the promotion of the 1980 and 1990 African Population and Housing Census Programmes as well as to the technical and financial support provided by the United Nations system. With a few exceptions, all countries in Africa received financial assistance from UNFPA for their censuses.

40. Efforts continued to develop cost-effective sampling techniques and analytical procedures to address problems with an adequate statistical base and to improve civil registration and vital statistics systems. It is clear, however, that in those developing countries where coverage remains low, more innovative approaches are called for.

41. An important collaborative endeavour in the area of population, data collection and analysis is the Pan-Arab Project for Child Development (PAPCHILD) survey programme covering the Gulf States and six other countries in Western Asia, jointly launched by UNFPA and the Arab Gulf Fund (AGFUND). Together with another similar initiative in the same region, the Gulf Health Survey, the information gathered was used to develop and improve MCH/FP policies and programmes throughout the region.

42. The World Fertility Survey (WFS) programme carried out in the 1970s and early 1980s has been augmented by the Demographic and Health Surveys (DHS) programme, which has completed two phases of surveys, DHS-I and DHS-II. As of April 1993, 56 surveys had been completed, 18 of which were undertaken in 1991 and 1992.

B. Population dynamics

43. Research in population dynamics over the past few years has been increasingly influenced by two trends. As fertility reduction has proceeded in the 1980s it has become more apparent that certain regions and groups have been left out of this secular trend. One line of research is therefore concentrating on socio-cultural determinants of fertility behaviour. An umbrella project on this topic is being carried out by the United Nations Educational, Scientific and Cultural Organization with funding from UNFPA. The African Social Research Programme will also have as its primary focus socio-cultural determinants of demographic behaviour.

44. A second trend in research on population dynamics stresses an interdisciplinary approach and analyses how population issues are to be integrated into socio-economic development planning. The six expert group meetings organized as part of the preparatory activities for the International Conference on Population and Development are noteworthy in this regard. A series of round tables, also part of the preparatory phase of the Conference, were held to review research in a policy-oriented format on population and human immunodeficiency virus (HIV) and acquired immunodeficiency syndrome (AIDS), population and food, population and development strategies, population and ethics, and population and gender issues.

45. Of growing importance is research linking population and the environment. In aggregate terms the linkages between population, resources and the environment are clear: increasing population will have many important impacts on resources and the environment. Population growth will increase the demand for food, energy, water, health care, sanitation and housing. In specific cases, however, the links between population, resources and the environment are often blurred. UNFPA is actively seeking to define a research programme that would increase knowledge of interactions between population pressure, poverty and environmental degradation.

46. The link between population and international migration is another area of growing concern and research. Multilateral assistance provided support to several multi-year studies on migration that are still in progress. One, executed by the International Organization for Migration at Geneva, is analysing emigration flows from developing to developed countries as well as between developing countries. A network of research institutions in developing regions will form the base of this research effort. Another, executed by the Economic Commission for Europe, is collecting data and developing a database on migration in Europe. Given the importance placed on migration and development issues at the Cairo Conference, a more concerted effort to deal with migration concerns through multilateral assistance may be expected in the future.

47. UNFPA continued to support activities related to institution-building, training and research. Most of these activities were aimed at institutionalizing the capacity of countries to analyse demographic data and population-development interactions and to apply the results to development planning.

48. The training of personnel in demographic analysis and in integrating population factors into development planning was an important target of multilateral assistance during the reporting period. The Global Programme of Training in Population and Development provided specialized training to some 85 middle-level professionals from 59 developing countries in 1993 alone.

49. Multilateral assistance was also provided to develop computer software packages in support of population activities. One package, POPMAP, facilitates the display in map and database form of social, economic and demographic indicators, and shows the location of service facilities and other institutions. In 1993, an important application of POPMAP to management information systems of family planning programmes was developed. This is a potentially very useful

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tool for linking population and related information to regional and local-level programming.

C. Formulation and evaluation of population policy

50. In 1993, UNFPA continued to fund operations to support population policy and development planning in most developing countries. The bulk of these operations were carried out in Africa, where population policy is still relatively underdeveloped. Most of the activities noted above concentrated on institution-building efforts.

51. Other organizations of the United Nations system also continue to support analysis of population policy formulation and execution. Regular monitoring of national population policies was continued by the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat. The periodic United Nations Population Inquiry among Governments was canvassed again in 1992-1993 to gather information on how countries integrate their population policies and strategies into their wider development policies. Preliminary results will be available soon.

52. The recent period has witnessed a growing consensus that new responses are needed to address the changing context of development planning. The socio-political changes of the past decade have overtaken the world so fast that it has been hard to make the necessary changes, to throw out old habits. Many of the ways in which population was linked to planning in the past presupposed an approach to planning which has lost its force and has been superseded by some very different thinking about how best to achieve development. This was the subject of a round-table meeting convened jointly by UNFPA and the Economic and Social Commission for Asia and the Pacific in November 1993. As well as theoretical issues, operational and institutional means of integrating population into development came under scrutiny.

53. The operational and institutional means of integrating population into development has also come under scrutiny. Several new, innovative ways to better operationalize the integration of population into development strategies for the 1990s and beyond were suggested in the policy dialogue leading up to the Cairo Conference in 1994.

54. Efforts to put in place policies and programmes that are more participatory, involve local communities and ensure the empowerment of women are being emphasized. Decentralized planning and a shift towards policy-making at subnational and local levels are also being increasingly featured in multilateral assistance for institutionalizing the integration of population into development strategies, following priorities set at the Conference.

D. Maternal and child health/family planning and reproductive health services

55. As the largest source of multilateral assistance in this field, UNFPA has continued to increase its support to MCH/FP activities in the developing world.

During the past decade countries have made dramatic progress in expanding the availability of family planning services, increasing the use of contraception and decreasing the rates of reproductive mortality and morbidity by spacing births, avoiding high-risk pregnancies and creating the conditions for more responsible and healthy family formation.

56. The Programme of Action adopted by the International Conference on Population and Development 3/ recognizes the need to integrate family planning activities into the wider context of reproductive health rights and reproductive services. This view of reproductive health goes beyond traditional integrated primary health care/family planning programmes. Reproductive health addresses the overall health and well-being of people, particularly of women and girls, but also emphasizes the need to provide services to adolescents and to men. Within the Programme of Action, the content of reproductive health programmes is defined quite broadly so that activities will meet local needs. Beginning with Principle 8, which calls on Governments to take measures to ensure universal access to health-care services, the Programme of Action goes on to define reproductive health care, including family planning, and lists core components of services and other activities.

57. The recommendations of the Cairo Conference have implications for policies and procedures in the area of reproductive health and family planning. For UNFPA, it has meant a commitment to reviewing and modifying policy guidelines in all areas of assistance. It has already led to an important organizational change within UNFPA: its MCH/FP Branch has been replaced by the Reproductive Health/Family Planning Branch. Simultaneously, guidelines are being updated, through an extensive consultative process involving regional, non-governmental and expert inputs. Concurrently, international efforts, involving multilateral agencies, donors and non-governmental organizations, are under way to define the programmatic parameters and monitoring indicators for an expanded reproductive health/family planning framework.

58. The issue of human rights was given priority at the Conference. Consequently, reproductive rights and reproductive freedom, in particular the right of individuals to decide freely and responsibly their reproductive choices, have also been thoroughly discussed. The issues of providing wider access to quality family planning services, more comprehensive reproductive health services, including family planning, and the further empowerment of women have been fundamental elements that will guide multilateral assistance in this sector in the future.

59. A shift to a more comprehensive approach to reproductive health in the context of primary health care is under way. Reproductive-health services are aimed at ensuring that people have the ability to reproduce, to regulate their fertility and to have healthy and responsible sexual relationships. This approach implies that women can go safely through pregnancy and childbirth, that fertility regulation can be achieved without hazard and that people are safe while engaging in sexual activity. Reproductive health, probably more than any other field, has a potential impact that extends beyond the individual and family. This impact involves crucial areas of global concern, such as health, population, the status of women and the environment.

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60. The quality of family planning services, besides being an end in itself, by increasing informed choice for women and by protecting them from unnecessary risk, has been increasingly recognized as one of the most important determinants of contraceptive acceptance and continuation of use. Developing programmatic guidelines and monitoring mechanisms received priority attention from multilateral agencies during the reporting period, following the importance given to that issue in the Programme of Action.

61. MCH/FP services can be one of the main sources of preventive actions against sexually transmitted diseases and HIV/AIDS. The inclusion of this new preventive component will be pursued as the recommendations of the Conference are implemented.

62. In addition to raising additional funds for family planning, programmes also need to be more efficient in the use of existing resources. In addition, new strategies for financing family planning services, including cost-recovery mechanisms through users' fees, are important areas for further investigation. UNFPA held an international Consultation on Family Planning Programme Sustainability in March 1994, to further discuss these issues and provide guidance to those Governments interested in implementing cost-recovery mechanisms in their family planning programmes, as well as in efficiently incorporating services provided by non-governmental organizations.

63. Work on the UNFPA Global Initiative on Contraceptive Requirements and Logistic Management Needs in Developing Countries continued in 1993-1994. Working closely with selected developing countries, other United Nations organizations, bilateral agencies and non-governmental organizations, UNFPA completed a series of in-depth studies to estimate contraceptive requirements and logistic-management needs. At present 10 country studies have been completed in Bangladesh, Brazil, Egypt, India, Nepal, Pakistan, the Philippines, Turkey, Viet Nam and Zimbabwe. Additional studies are scheduled for the coming years.

64. A recent UNFPA study of global contraceptive requirements estimates the cost of contraceptive commodities alone at approximately US$ 528 million in 1994 and more than US$ 750 million in 2005. The total amount for the 12-year period 1994-2005 is estimated to be more than US$ 7.5 billion.

E. Population information, education and communication

65. In UNFPA and other United Nations organizations working in population, IEC for population aims at achieving measurable behaviour and attitude changes of specific audiences, based on studies of their needs and perceptions. The starting-point and goal of IEC is to contribute to solving a population "problem", or to support a population issue within a programme, which planners have assumed could be tackled by changes in attitudes and/or behaviour of designated audiences.

66. In 1994, UNFPA provided assistance to 72 countries to implement 118 ongoing and new population education projects, ranging from the initial stages of creating awareness and eliciting support among government officials and

community leaders and training a core technical staff, to the stage of teaching population education in schools.

67. It has taken many years for population education to be accepted by Governments. The broad base of support for population education became evident in 1993 at the first International Congress on Population Education and Development, when 92 Governments strongly endorsed population education. In 1994, the focus shifted from advocacy to improving the quality and coverage of population education activities: more effective teaching/learning materials, more time for high-quality training, use of educational television, where feasible, and expanding training activities to reach teachers who have not yet been trained for lack of funds.

68. A recent study undertaken by UNFPA in a number of countries revealed several weaknesses, both operational and conceptual, in current population education programmes. Priorities have to be assigned, using the Programme of Action as a guide, among potential topics - for example, certain aspects of human sexuality, sexually transmitted diseases and AIDS, preparation for family life, promoting the status of women, developing among girls a positive and future-oriented self-image, the dynamics and implications of rapid urbanization, male responsibility and so forth.

69. In addition to promoting population education activities in schools, UNFPA also used such other channels as adult literacy, workers' education and agricultural extension to reach a variety of audiences. As a follow-up to UNFPA involvement in the Education for All Summit, held at New Delhi in December 1993, UNFPA has begun to emphasize adult literacy activities that give priority to literacy skills for girls and women, while teaching family planning and key vocational skills. The International Labour Organization issued a publication on qualitative research techniques, based on its experience with audiences of workers. The Food and Agriculture Organization of the United Nations produced a paper on approaches to introducing concepts of gender, environment and population through agricultural extension programmes. In 1994, for the first time, significant levels of acceptance of population topics in agricultural extension programmes were to be seen in a number of developing countries.

70. The Programme of Action emphasizes the importance of providing adolescents with reproductive health information and services. While not all adolescents will need services, they all need age-appropriate and culture-specific information. UNFPA has supported successful peer-counselling activities for adolescents and young women who married at a very early age. Youth clubs have provided community-based education and reproductive health services to young people in several countries.

71. UNFPA also provided technical assistance in the preparation of two youth non-governmental organization forums on population and sustainable development, at Accra and Cairo. The Cairo forum, attended by more than 100 young people, adopted a Cairo Youth Declaration on Population and Development, which urged the United Nations, including UNFPA, to demonstrate its commitment to young people by providing resources.

72. A first step towards providing more effective assistance to youth is recognition of the fact that youth spans a wide age-range and is a very heterogeneous group with widely different needs. Many young people are married, others are in school and have not yet initiated sexual activity, some are at risk of losing educational opportunities because of unplanned pregnancies, for example. Early pregnancy carries health risks, regardless of marital status, and the need to identify more clearly the target audiences that can have an impact on this problem is evident. This was highlighted in a series of regional meetings convened by UNFPA as a follow-up to the Cairo Conference.

73. The need for clearer linkages and better coordination between IEC and reproductive-health services, from the planning phase onwards, became even more obvious in 1994. This need for coordination was reinforced by findings from a 1994 UNFPA study on IEC in the context of the programme approach. The year 1994 has seen a great effort to better integrate IEC in reproductive health services.

74. In 1994, UNFPA began to direct attention to the issue of male involvement in reproductive health. Initial findings from a review of the field indicate that most organizations for whom this is an issue focus on male contraceptive methods and their use. Little attention is being given to the male's role in support of his partner in contraceptive decision-making. This particular problem requires much greater attention, in view of the fact that most resources for family planning are still allocated to services for women.

75. The Population Information Network (POPIN) was established in 1979 through UNFPA support as a decentralized network for the coordination of multilateral, regional, national and non-governmental population information activities. Currently, POPIN operates as a decentralized network reaching out to virtually all population information centres, libraries, clearing-houses, documentation centres, universities and research institutes. In 1993, a POPIN Coordinator post was re-established within the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, with UNFPA support, to meet the many opportunities and challenges posed by rapidly advancing communication technology.

76. A recent important development for the POPIN project has been the establishment of the POPIN Gopher which now provides a world-wide population information service. The Gopher is housed in the UNDP computer system and benefits from active UNDP cooperation. This service operates on both E-mail and the Internet, providing population specialists around the world with a growing resource base of population statistics, demographic and bibliographic databases, documentation of the Cairo Conference, journals, press releases and regional connections for most developing regions. The Latin American Population Documentation System (DOCPAL) bibliographic database is incorporated in the Gopher, while plans have been finalized to include similar databases for sub-Saharan Africa and Asia and the Pacific. POPIN operated the Gopher service during the Conference in Cairo, registering more than 28,000 users during the Conference itself.

F. Women, population and development

77. In June 1991, at its thirty-eighth session, the UNDP/UNFPA Governing Council endorsed the Implementation Strategy to Strengthen the Capacity of the Fund to Deal with Issues Concerning Women, Population and Development for the period 1991-1994. The report of the Executive Director of UNFPA prepared for that session (DP/1991/32) examined the implementation of the Strategy, which the Governing Council had endorsed for 1987-1990. Based on the priorities recommended by the Governing Council, UNFPA has continued to pursue the Strategy up to the present, giving special emphasis to selected components.

78. Thus, it has worked closely with non-governmental organizations on women to strengthen its links with them. For example, its assistance enabled the participation of non-governmental organizations on women in international events during that period, including the United Nations Conference on Environment and Development and in the preparations for the Cairo Conference and the Fourth World Conference on Women.

79. Training of staff on women, population and development is another priority under the Strategy. UNFPA staff were provided training through workshops conducted at Headquarters in January 1992. Field, national and project staff received training at the Royal Tropical Institute in 1991. In addition, the issue of women, population and development was mainstreamed in all training provided to UNFPA staff.

80. In order to develop a comprehensive reporting mechanism to ensure more effective monitoring of the implementation of the Strategy, a gender-reporting form has been designed which must accompany all project submissions. It contains information on how women's concerns are incorporated in the project and how women are involved as beneficiaries and participants at all stages of project formulation, implementation and evaluation.

81. In addition to regular technical work and programming responsibilities in the area of women, population and development, UNFPA actively supported two major activities: preparations for and participation in the International Conference on Population and Development (Cairo, 1994) and the Fourth World Conference on Women (Beijing, 1995).

82. UNFPA participated in many gender-related preparatory activities for the Cairo Conference, including a round table on women's health organized by the Commonwealth Medical Association at Bellagio, Italy; a non-governmental organization conference on environment, population and women organized by the Network and People's Forum 2001 at Tokyo; a round-table discussion on reproductive health and human rights convened by the Centre for Reproductive Law and Policy and the Center for Women's Leadership at Rutgers University in New Jersey; non-governmental organization events, such as briefings and workshops at the third session of the Preparatory Committee for the International Conference on Population and Development, held in April 1994; and discussions on chapters of the draft Programme of Action of the Conference.

83. After the Cairo Conference, UNFPA prepared a paper entitled "From Cairo to Beijing", which maps the Programme of Action to the Platform for Action of the

Fourth World Conference on Women. This is being used extensively in preparations for the Fourth World Conference on Women, with the objective of ensuring that the recommendations of the Cairo Conference are reflected adequately in the Platform for Action.

84. A high-level internal task force has been established to coordinate UNFPA's role in the Fourth World Conference on Women. It comprises representatives of various UNFPA divisions, including all geographical divisions, with the Women, Population and Development Branch serving as the secretariat. The Task Force works closely with the UNFPA field offices. The first meeting of the Task Force was convened by the Executive Director of UNFPA, who stressed the importance of the Fourth World Conference on Women and UNFPA's involvement in the preparatory process at both field and headquarters levels.

85. UNFPA has formulated a strategy for UNFPA support for the Fourth World Conference on Women. The main elements of the strategy are as follows:

(a) Support for the secretariat of the Conference. UNFPA approved funds for the salary of a senior adviser to the Secretary-General of the Conference and for administrative support;

(b) Inter-agency collaboration. UNFPA is a member of the inter-agency advisory group to the Secretary-General of the Conference. UNFPA also participated in the eighteenth Ad Hoc Inter-Agency Meeting on Women, which preceded the thirty-eighth session of the Commission on the Status of Women, in March 1994; the Commission served as the preparatory committee for the Conference. UNFPA worked on drafting a joint inter-agency statement on the Platform for Action. UNFPA also participated in meetings organized by the Division for the Advancement of Women of the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat for youth involvement in the preparatory process. Funds were approved for an Expert Group Meeting on Women in Development for the least developed countries, organized by the United Nations Conference on Trade and Development (UNCTAD);

(c) Participation in regional and subregional preparatory conferences. UNFPA participated in all five conferences held in 1994, in Argentina, Austria, Indonesia, Jordan and Senegal, and in the 1994 Nordic Forum, held in Finland. It also participated in technical expert and ministerial-level meetings;

(d) Support for non-governmental organizations on women. UNFPA funds have been approved at interregional and country levels to enable non-governmental organizations on women to participate in preparatory activities for the Fourth World Conference on Women, both in the meetings of the Preparatory Committee for the Conference and in the regional preparatory conferences. Workshops, such as those organized by the Commonwealth Medical Association in the regions of the Economic Commission for Europe and the Economic Commission for Africa, enabled non-governmental organizations to receive briefing on such subjects as women's reproductive health and rights. Funds were also made available for informational activities in support of the Conference, such as the Women's Feature Service, and for training and materials for the Centre for Development and Population Activities to produce a training manual on advocacy strategies for leaders in population and development.

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86. Progress was made in the implementation of several UNFPA projects in the area of women, population and development.

87. A major project that has been concluded was on the family and population policy: towards the realization of full reproductive choice, executed by the Population Council. This was a policy-oriented research project on the relationship between gender equity, family structure and dynamics, and the achievement of reproductive choice. The objective is to help Governments and international agencies in designing and implementing policies that are affirmative of women, sensitive to the family's central role in resource allocation and distribution, and effective in achieving broad-based population and development goals.

88. Women's perspectives on population policy and programmes are the focus of another project under which the Institute of Social Studies Trust, an Indian non-governmental organization, is receiving assistance. Under the project on evolving a women-sensitive population policy and programmes, a series of consultations with seven grass-roots organizations representing rural women in various regions of the country have been held.

89. A project called "Support to activities of the Global Commission on Women's Health at the Regional Level" is being executed by the World Health Organization (WHO). The project's objective is to improve women's health status and reduce gender inequalities in health.

90. As part of the support for information, education and awareness-creation of women's issues, an important project is "Support to the International Council on Women for its Awareness-creation Activities regarding Violence against Women and Children". The project will provide information materials through the production of a series of six video films on violence and exploitation through world trafficking of women and children in Africa, Asia and Europe.

91. UNFPA also prepared a paper entitled "Enhancing UNFPA-NGO collaboration in WPD". The paper stresses the UNFPA mandate in the area of women, population and development and the roles of non-governmental organizations in fulfilling that mandate. It makes recommendations for partnerships with the non-governmental sector.

92. Good progress has been reported on an ongoing project being implemented by the United Nations Research Institute for Social Development. Under the project, research has been undertaken on the impact of environmental changes on women and population and how their decisions, including those related to their fertility, are affected by the environment.

III. OPERATIONAL ISSUES

93. Among the important operational changes taking place within multilateral agencies are a greater emphasis on a programme approach, decentralization of approval authority to field units, an integrated exercise aimed at a coherent population strategy, simplification of procedures, improved coordination among

United Nations organizations and development of technical and procedural guidelines to improve operations.

A. Programming approach

94. It is increasingly recognized by multilateral assistance programmes that in technical cooperation, channelling of external assistance through projects has not been effective, nor has its impact been sustainable. In resolution 44/211 concerning operational activities for development, the General Assembly called for "more integrated and coordinated programming of United Nations system cooperation, in which programming processes would be based on an overall national programme framework for operational activities for development to be prepared by the recipient Government" (para. 17). In 1992, the General Assembly, in resolution 47/199, took as its basis resolution 44/211 and further defined the programme strategy. In particular, the Assembly outlined a framework for cooperation and coordination among United Nation organizations providing multilateral assistance in development in countries through the mechanism of the country strategy note.

95. UNFPA introduced a programming approach for population activities in 1989, called the Programme Review and Strategy Development (PRSD) exercise. Through PRSDs, the goals of a country are set in accordance with population projections and targets over a medium-term perspective and the inputs needed to achieve those targets are specified. The strategy documents emanating from PRSDs provide countries with an analytical approach that takes into account the totality of developmental needs as they touch upon the population sector.

96. In 1991, UNFPA undertook PRSD missions to 28 countries and, in 1992, 12 additional PRSD missions were carried out. A total of 184 missions, including 68 PRSD missions, were conducted from 1977 through 1992.

97. From 1993 through mid-1994, a further 15 PRSD exercises were conducted: six in sub-Saharan Africa (Benin, Chad, Comoros, Mauritius, Mozambique and Zambia), five in Asia and the Pacific (China, Indonesia, Iran (Islamic Republic of), Maldives and Philippines), three in Latin America and the Caribbean (Costa Rica, Mexico and Uruguay) and one in West Asia (Turkey).

B. Programme and project formulation and implementation

98. There has been a clear shift towards a programme approach in multilateral assistance to developing countries following directives from United Nations governing bodies. UNFPA assistance to countries is now entirely based on prior development of country programmes which, based on PRSD findings, analytically deal with all population concerns in countries and provide a systematic way of prioritizing resources.

99. Programme and project formulation and implementation is the primary responsibility of Governments. In practice, however, many population projects are formulated by international experts who are either staff members or consultants of multilateral agencies. Many organizations of the United Nations

system have stressed the primary role of Governments in programme and project formulation. In pursuance of that preferred modality, training and institution-building efforts have been supported by multilateral agencies to strengthen national capacities to manage and execute international population programmes.

100. An important development in programme and project formulation and approval has been the significant decentralization of authority for those functions to field officers. In the case of UNFPA, country directors were given the authority to appraise and approve projects up to $500,000 in 1990, and $750,000 starting in late 1993. Moreover, full decentralization of approval authority for country projects is being tried out on a pilot basis in 11 countries and the South Pacific.

101. Another important issue in project implementation in recent years is that of timely procurement and efficient utilization of equipment and supplies. Increasingly, United Nations agencies have encouraged local procurement as a means not only of helping developing countries but of responding to urgent project needs as well.

102. In 1993, total UNFPA procurement amounted to $47.3 million, a 20 per cent decrease over the 1992 figure, but still a 52 per cent increase over 1991. The considerable increase over the recent period in the volume of supplies procured enabled the Fund to secure highly preferential prices and, in turn, to make the most cost-effective use of donor funds.

103. During the 1980s and until recently, technical support for UNFPA-funded population projects was provided to countries largely through a network of regional advisers, regional offices, interregional advisers and technical officers based at headquarters of United Nations organizations, regional offices or project sites. This arrangement helped UNFPA to respond flexibly and innovatively to the requests for assistance from all regions and countries. Yet there was plenty of scope for improving the coordination and systematic collection, analysis, dissemination and use of information on population policies and programmes at the field level and related technical assistance activities.

104. The UNDP/UNFPA Governing Council, in considering the matter of technical support services, at its thirty-eighth session decided on successor arrangements for UNFPA (decision 91/37). 9/ The result of this process was the establishment of the technical support system (TSS), administered by UNFPA and comprising the expertise of much of the United Nations system of organizations and relevant non-governmental organizations. TSS became fully functional in 1992. Under the system, national technical assistance requirements are met at three levels:

(a) At the national level, through greater reliance on local expertise and institutions;

(b) At the regional and subregional levels, through the use of technical personnel in technical support teams composed of experts from various population disciplines (from UNFPA, the United Nations system and non-governmental organizations);

(c) At the headquarters and regional office levels of the United Nations and its specialized agencies, through support for technical personnel.

105. The backbone of the TSS arrangement is the eight country support teams based strategically throughout the major developing regions. With more than 160 experts specializing in every aspect of the population field, the primary mission of the country support teams is to provide relevant and swift technical assistance to countries, when needed.

106. An independent evaluation of the system was also requested by the UNDP/UNFPA Governing Council in its decision 91/37. In 1994, the evaluation team visited 28 countries covered by the eight country support teams as well as the offices of the participating United Nations organizations, including the regional commissions and the WHO regional offices.

107. The general conclusion of the evaluation team, whose draft report was submitted in late 1994, was that the technical support system, specifically the country support team system of advisers, represented a major improvement over the previous system of regional advisers. The country support teams have been most effective in providing backstopping support for UNFPA-funded projects and, particularly, in building a multidisciplinary approach to country programming. At the same time, the evaluation team found some shortcomings in the operationalization of the overall technical support system to date, particularly with respect to the role of the TSS specialists at the headquarters level and the linkages between the country support team specialists and TSS specialists. The evaluation team also called for a strengthening of UNFPA field offices to better utilize the technical resources offered by the country support teams.

C. Monitoring and evaluation

108. During the period under review, the United Nations system continued to monitor and evaluate population assistance, both to conform to accountability requirements and to acquire data for improving managerial performance. Revised UNFPA guidelines on monitoring and evaluation were released in August 1990, updating those formulated in 1986. Serious efforts have been made to coordinate the monitoring and evaluation processes and procedures between United Nations organizations in order to learn from each other and lighten the burden on cooperating Governments. A coordinating mechanism, under the Joint Consultative Group on Policy, has been established among UNDP, UNICEF, UNFPA, the World Food Programme and the International Fund for Agricultural Development.

109. Over the past few years, the responsibility for country programme and individual project evaluations has shifted to decentralized entities within and outside UNFPA, including its field offices, as well as to project management and executing agencies. The shift first came as part of an effort to place increased emphasis on monitoring and evaluation as an integral component of its programming process.

110. As a result of these developments, the number of evaluations carried out by UNFPA has increased considerably over the past few years. Such evaluations range in scope from self-evaluations conducted by project management to large-

scale evaluations carried out by a team of independent experts; they also range in the depth and intensity of analysis, depending on the circumstances of each case.

111. Major thematic evaluations completed in 1993 by UNFPA included projects linking population to income-generating schemes for women, IEC strategies in support of family planning programmes and the quality of family planning services. In 1994, a thematic evaluation, carried out on the local production of contraceptives and another on programmes supporting traditional birth attendants, were in an advanced stage of execution. In addition, the desk review and evaluation design have been completed for a planned evaluation of information and service programmes for adolescents. Field work on this exercise is expected to commence in the first quarter of 1995.

112. Other major evaluation activities completed or initiated during the reporting period dealt with the implications of family planning technologies for services, training and information; the principal operational issues and status of implementation of AIDS-related components in UNFPA-supported programmes; the use of community-participation approaches in country programmes; a reader survey among recipients of the Directory of MCH/FP Training Programmes, a publication issued annually by UNFPA.

D. Resource mobilization for the Programme of Action of the International Conference on Population and Development

113. During the preparations for the Cairo Conference, an updated and refined estimate of resources required over the next decade was requested, improving on those originally prepared as background to the Amsterdam Declaration on a Better Life for Future Generations. Estimates of annual resource requirements to 2015 for population and reproductive health programmes contained in the Programme of Action adopted by the Conference were the result of an intense effort by multilateral agencies and others during the period under review.

114. A process of consultation with experts from multilateral, bilateral, academic and non-governmental organizations who had experience in studies estimating resource requirements for population programmes was undertaken to ensure a sound technical review of the Conference estimates. The panel included representatives of UNFPA, the World Bank, the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, the United States Agency for International Development, the International Planned Parenthood Federation and several independent foundations and non-governmental organizations.

115. As stipulated in the Programme of Action, basic reproductive health and family planning services, including support for training, supplies, infrastructure and management systems, especially at the primary-health-care level, comprise the following major components, which should be integrated into basic national programmes for population and reproductive health:

(a) The family planning services component. Contraceptive commodities and service delivery; capacity-building for information, education and communication regarding family planning and population and development issues; national capacity-building through support for training; infrastructure development and upgrading of facilities; policy development and programme evaluation; management information systems; basic service statistics; and focused efforts to ensure good quality care;

(b) The basic reproductive health services component. Information and routine services for prenatal, normal and safe delivery and post-natal care; safe abortion (as permitted by the laws of individual countries); information, education and communication about reproductive health, including sexually transmitted diseases, human sexuality and responsible parenthood, and against harmful practices; adequate counselling; diagnosis and treatment of sexually transmitted diseases and other reproductive tract infections, as feasible; prevention of infertility and appropriate treatment, where feasible; and referrals, education and counselling services for sexually transmitted diseases, including HIV/AIDS, and for pregnancy and delivery complications;

(c) The sexually transmitted disease/HIV/AIDS prevention programme component. Mass media and in-school education programmes, promotion of voluntary abstinence and responsible sexual behaviour, and expanded condom distribution;

(d) The basic research, data and population and development policy analysis component. National capacity-building through support for demographic as well as programme-relevant data collection and analysis, research, policy development and training.

116. The resulting projections of resource requirements have provided information for the annual costs of the family planning programme component in subregions every fifth year over the period 2000-2015. Similarly, estimates are also provided for the resource requirements for the three additional interrelated components.

117. In their entirety, the resource requirements projected for national population and reproductive health programmes, including family planning, total (in 1993 United States dollars) $17.0 billion in 2000, $18.5 billion in 2005, $20.5 billion in 2010 and $21.7 billion in 2015. Of this overall total, about 65 per cent represent inputs to the service-delivery system for reproductive health and family planning services.

118. For the family planning component, the total estimated annual costs (in 1993 United States dollars) are $10.2 billion in 2000, $11.5 billion in 2005, $12.6 billion in 2010 and $13.8 billion in 2015. Roughly 75 per cent represents inputs to the service-delivery system.

119. An additional component of the integrated programme designed to further improve the quality of care and provide family planning as part of a broader package of reproductive health services and referrals is estimated to cost an additional $1.03 per capita per annum. This would amount to (in 1993 United States dollars): $5.0 billion in 2000, $5.4 billion in 2005, $5.7 billion in 2010 and $6.1 billion in 2015. Roughly 65 per cent represents additional inputs

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to basic service-delivery systems; the remaining 35 per cent represents specialized inputs specific to reproductive health programmes.

120. A second additional component of the programme aimed at preventing sexually transmitted diseases, including HIV infection, is estimated to cost an additional $0.26 per capita per annum (based on estimates of the WHO Global Programme on AIDS). This would amount to (in 1993 United States dollars) $1.3 billion in 2000, $1.4 billion in 2005, $1.5 billion in 2010 and $1.5 billion in 2015.

121. A third additional component to meet the expanded needs for population data collection, analysis and dissemination, and policy formulation, would add between $260 million and $670 million per annum (depending on where the year is in the decennial census cycle).

122. In 1990 the proportion of resources for population programmes in developing countries that came from domestic sources (Governments, non-governmental organizations and the private sector) varied enormously, ranging from as little as 20-33 per cent to nearly 100 per cent, depending on the country. Overall, domestic sources accounted for an estimated 75 per cent of all resources expended to finance population programmes in developing countries. Many developing countries are increasingly constrained, however, in their ability to increase domestic resources at a pace that keeps up with expanded requirements for population programmes. In particular, the great increases in demand (as a proportion of the population and in total numbers) that will be seen in the countries of sub-Saharan Africa, all or nearly all of which will require international help, and the increase in total numbers in parts of Southern Asia will place heavy burdens on national and international capacities to finance population programmes.

123. These factors lead to greatly increased resource needs from external sources, particularly in regions with significant infrastructure development needs. Conservatively, if requirements for external resources increase from 25 to 33 per cent of total resource requirements, the projections suggest that external resource needs will amount to (in 1993 United States dollars) $5.7 billion per annum in 2000, $6.2 billion in 2005, $6.8 billion in 2010 and $7.2 billion in 2015. This compares with the estimates of about $1 billion each to current family planning and other reproductive health programmes. The strategic use of these resources will be critical to establishing the capacity for sustainable development in the future.

124. Collectively and separately, working out the modalities for mobilizing these resources is a post-Cairo priority. The detailed work of assessing national needs and capacities has already begun. In collaboration with Governments, PRSD exercises, basic needs assessments, situation analyses and other analytical enterprises undertaken by UNFPA and other donors have detailed the inputs and strategies needed to expand programmes and to improve their quality. UNFPA is keen to continue playing a key role in mobilizing resources for programme formulation, implementation and monitoring.

125. The formulation of national plans for the full implementation of the Programme of Action will be an important part of the follow-up to the

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Conference. In this context, the Secretary-General has assigned to the Executive Director of UNFPA the task of coordinating consultations with various bodies of the United Nations system, with international financial institutions and various bilateral aid organizations and agencies for three purposes: first, to promote an exchange of information on the requirements for international assistance; secondly, to review on a regular basis the specific needs of countries in the field of population (including emergency and temporary needs); and thirdly, to maximize the availability of resources and their effective utilization.

126. There is an urgent need to coordinate efforts in population assistance. Such coordination will be necessary to avoid duplication of efforts, to rapidly disseminate the lessons learned from programmes and to ensure the optimal use of the available funds both for expanding population and reproductive health programmes and for the other social and economic transformations envisioned in the Programme of Action.

127. The strategic application of technical assistance will also require an increase in the use of mechanisms at the national level to improve coordination of resource inputs. Developing countries will need to continue strengthening the capacity of their national institutions both to formulate integrated population and development strategies, plans, policies and programmes and to implement them, in partnership with non-governmental organizations and the private sector. Coordination of donor strategies in countries will require closer consultations among donor representatives and national counterparts (both within and outside the Government) and, possibly, the increased use of coordinated programming strategies and arrangements directed towards providing assistance for targeted problems, such as HIV/AIDS, urbanization stresses and environmental degradation.

128. A new process will also be needed to coordinate efforts for monitoring progress towards achieving the goals of the Programme of Action. Reporting systems will need to be simplified to reduce the burden on national statistical offices and other monitoring mechanisms. Attention will need to be given and resources committed to strengthening monitoring mechanisms at the subnational level. It is only in this way that information about the equity of the distribution of programme benefits can be obtained. External inputs, including those of multilateral agencies, can be important to strengthen the national institutions and maintain compatible databases. External inputs to facilitate the implementation of programmes on a fully national scale will also be required.

129. National systems to follow up, hold accountable and monitor national programmes should be established in partnership with non-governmental organizations, community groups and representatives of the media and academic communities, as well as with the support of parliamentarians. These types of partnerships, facilitated by the international community as advocates and, where necessary, as donors, can help ensure that programmes are responsive and participatory.

130. Such efforts to foster the strategic use of resources, collaboration among development partners, careful monitoring of programme processes and programme

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outcomes, and mobilization of local participation as part of larger systems of accountability will improve the effectiveness of UNFPA assistance. This will require open and transparent procedures, systematic attention and an atmosphere of constructive criticism and self-evaluation.

IV. CONCLUSIONS

131. The United Nations system has continued to strengthen the substantive content of its programmes and to increase the volume of financial assistance to developing countries. For the United Nations system as a whole, assistance for population programmes increased from $220 million in 1988 to $305 million in 1992. The bulk of these resources (about 82 per cent) came from UNFPA.

132. In terms of substantive emphasis, family planning, integrated with reproductive health and carried out through a primary health-care system, continues to receive the bulk of multilateral resources for population. IEC efforts in support of family planning have also received considerable assistance. In the past two years, there has been a decrease in allocations for basic data collection and analysis and population-dynamics research.

133. There has been increased emphasis on support for programmes and projects designed to improve the status and living conditions of women. Women's concerns are increasingly being mainstreamed into all substantive areas of population assistance, especially in reproductive health and family planning, basic data collection, population dynamics and the formulation and implementation of policies. At the same time, projects to improve the status of women, such as education for girls, leadership training, literacy programmes and projects designed to increase the income of women and their families, are being supported by multilateral agencies.

134. The past two years have seen continued support for population programmes in Africa, where reproductive health and family planning needs are a priority concern and population growth rates are the highest in the world at present. Trends in multilateral assistance in Africa have shown that earlier emphasis on basic data collection and policy formulation is giving way to operational population-programme activities, particularly in MCH/FP and, currently, reproductive health and family planning.

135. Looking to the future, the importance of resource mobilization to implement a Programme of Action with its operationally oriented approach will have to be fully grasped. An action-oriented mechanism will have to be put in place to coordinate the work of the multilateral agencies and others. The Inter-Agency Task Force mentioned above is a step in that direction.

Notes

1/ Report of the International Conference on Population, 1984, Mexico City, 6-14 August 1984 (United Nations publication, Sales No. E.84.XIII.8), chap. I.B.

2/ Report of the United Nations World Population Conference, 1974, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3), chap. I.

3/ Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (A/CONF.171/13 and Add.1), chap. I, resolution 1, annex.

4/ Section I relies heavily on various issues of the UNFPA Global Population Assistance Report and on unpublished data.

5/ In section I.B and subsequent sections, annual expenditures are used in the analyses, not commitments.

6/ Interregional programmes in UNFPA have received from 14 to 16 per cent of all funds, although 1992 witnessed a decline in funding for this area. In contrast to UNFPA, other multilateral agencies have devoted more of their regular budgets and other sources of funds to interregional and global programmes. When funds received from UNFPA are excluded, in 1989 interregional programmes received between 44 and 80 per cent of all regular budget allocations of United Nations specialized agencies going to population.

7/ See table 1 contained in the report of the Secretary-General on the monitoring of population assistance (E/CN.9/1994/6), submitted to the Commission at its twenty-seventh session (March 1994); at the time of preparation of the present report, data for 1993 from the annual survey of population organizations were still being collected.

8/ In 1992, the definition of the population component changed somewhat, further complicating comparisons with previous years. The World Bank's fiscal year runs from July to June.

9/ Official Records of the Economic and Social Council, 1991, Supplement No. 13 (E/1991/34), annex I.

Table 1. Distribution of UNFPA expenditures, by work-plan category, 1990-1993

(Percentage)

Work-plan category	1990	1991	1992	1993
Basic data collection	12	10	7	7
Population dynamics	10	11	9	7
Formulation/evaluation of policies and programmes	9	9	9	9
Implementation of policies	0	0	0	0
Family planning programmes	5	43	52	52
Information, education and communication	16	16	14	15
Special programmes	4	5	4	5
Multisectoral activities	2	3	4	4
Total	100	100	100	100
Total expenditures (millions of United States dollars)	$179.2	$182.4	$138.0	$143.6

Table 2. Distribution of expenditures for population assistance, by region and channel, 1989 and 1990

(Percentage)

Channel of funding	Sub-Saharan Africa	Asia and the Pacific	Latin America and the Caribbean	Western Asia	Europe	Inter-regional
Expenditures in 1989						
Direct bilateral	38	50	36	51	49	2
United Nations system	29	27	20	30	42	37
Non-governmental organizations	33	23	44	19	9	61
Total	100	100	100	100	100	100
Expenditures in 1992						
Direct bilateral	39	49	37	36	7	2
United Nations system	27	23	21	27	54	33
Non-governmental organizations	34	28	42	37	39	65
Total	100	100	100	100	100	100

Table 3. UNFPA expenditures, by work-plan category and region, 1990-1993

	Expenditures (millions of US$)				Percentage distribution			
	1990	1991	1992	1993	1990	1991	1992	1993
	100 - Basic data collection							
Sub-Saharan Africa	12.7	11.3	5.9	5.5	23	19	14	14
Western Asia	1.7	1.1	1.0	1.5	11	9	12	13
Asia and the Pacific	4.2	3.9	1.6	1.9	7	7	3	4
Latin America and the Caribbean	2.1	2.0	2.0	1.6	10	11	12	10
Interregional	1.0	1.2	0.2	0.5	4	4	1	2
	200 - Population dynamics							
Sub-Saharan Africa	5.7	5.3	4.1	3.0	10	10	7	7
Western Asia	3.0	2.6	0.9	1.1	19	22	9	9
Asia and the Pacific	3.2	4.7	3.1	3.1	6	8	6	6
Latin America and the Caribbean	3.3	3.5	1.6	1.0	16	17	6	6
Interregional	3.0	3.6	1.4	1.3	12	13	6	6
	300, 400 - Formulation and implementation of population policies							
Sub-Saharan Africa	6.4	7.7	5.1	5.2	11	13	13	13
Western Asia	0.9	0.6	0.0	0.6	6	5	0	5
Asia and the Pacific	1.5	1.1	1.6	1.6	3	2	3	3
Latin America and the Caribbean	1.5	1.3	1.7	0.9	7	7	10	6
Interregional	5.2	5.8	3.6	4.4	20	20	20	20
	500 - Maternal and child health/family planning							
Sub-Saharan Africa	16.9	18.3	13.9	16.8	30	30	34	41
Western Asia	4.2	4.1	4.0	6.8	28	34	49	59
Asia and the Pacific	38.5	36.0	36.5	33.6	66	61	71	65
Latin America and the Caribbean	10.1	8.8	7.8	8.3	49	47	47	53
Interregional	10.2	10.4	8.2	7.6	40	37	46	35

	Expenditures (millions of US$)				Percentage distribution			
	1990	1991	1992	1993	1990	1991	1992	1993
600 - Information, education and communication								
Sub-Saharan Africa	11.2	13.8	8.5	7.8	20	23	21	19
Western Asia	4.0	2.3	1.4	1.0	25	20	17	9
Asia and the Pacific	7.5	7.5	5.1	6.0	13	13	10	12
Latin America and the Caribbean	2.6	1.8	2.0	2.4	10	10	12	4
Interregional	4.4	4.8	2.6	4.8	17	17	14	22
700 - Special programmes								
Sub-Saharan Africa	1.9	1.7	1.6	0.9	2	3	4	2
Western Asia	1.6	0.8	0.4	0.2	10	7	5	2
Asia and the Pacific	2.0	5.1	2.0	4.5	3	9	3	9
Latin America and the Caribbean	0.8	0.6	0.7	0.6	4	3	4	4
Interregional	1.3	2.1	0.8	1.0	5	7	4	5
800 - Multisector								
Sub-Saharan Africa	1.5	2.5	1.7	1.6	3	4	4	4
Western Asia	0.4	0.6	0.4	0.5	3	5	5	4
Asia and the Pacific	1.4	1.1	1.3	1.1	2	2	3	2
Latin America and the Caribbean	0.4	0.8	0.9	0.8	2	4	5	5
Interregional	0.5	0.4	1.1	1.9	2	1	6	9

Table 4. Distribution of UNFPA expenditures, by region, 1990-1993
(Percentage)

Region	1990	199	1992	1993
Sub-Saharan Africa	31	33	30	28
Asia and the Pacific	32	33	37	36
Latin America and the Caribbean	12	10	12	11
Western Asia	9	7	6	8
Europe	2	2	2	2
Interregional	14	16	13	15
Total	100.0	100.0	100.0	100.0
Total expenditures (millions of United States dollars)	179.2	182.4	138.0	143.6

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REVIEW OF POPULATION TRENDS, POLICIES AND PROGRAMMES: MONITORING OF MULTILATERAL POPULATION ASSISTANCE

Activities of the United Nations Population Fund

Report of the Executive Director of the United Nations Population Fund

SUMMARY

The present report has been prepared in response to Economic and Social Council resolution 1987/72, in which the Council requested the Executive Director of the United Nations Population Fund, inter alia, to continue to submit to the Population Commission, on a regular basis, reports on the activities of the Fund. It examines the Fund's efforts to further strengthen programme effectiveness in 1993 and 1994, reviews various topics of special interest, highlights UNFPA financial and administrative matters, notes the implications of the International Conference on Population and Development, held at Cairo in September 1994, for the UNFPA programme of work and reviews the steps the Fund has taken in preparation for the Fourth World Conference on Women, to be held at Beijing in September 1995.

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* E/CN.9/1995/1.

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INTRODUCTION

1. The present report has been prepared in response to Economic and Social Council resolution 1987/72, in which the Council requested the Executive Director of the United Nations Population Fund (UNFPA) to continue to submit to the Population Commission, on a regular basis, reports on the activities of the Fund.

2. This is the fifth report of the Executive Director on the activities of the Fund. The first report (E/CN.9/1987/5) provided a brief summary of the mandate and principles of UNFPA and the approaches the Fund uses to implement its programmes. The second report (E/CN.9/1989/6) highlighted the important developments that had taken place in the UNFPA programme in the two years since the first report. The third report (E/CN.9/1991/9) examined the activities of UNFPA in 1989 and 1990, in particular as they related to the Fund's efforts to improve the quality, effectiveness and outreach of its programme. The fourth report (E/CN.9/1994/8) supplemented the information provided in the third report, highlighting the Fund's efforts during the period 1991-1993 to strengthen the effectiveness of its programme.

3. The present report examines the Fund's efforts to further strengthen programme effectiveness in 1993 and 1994, in particular its efforts to build upon existing family planning programmes and to provide family planning services within the broader framework of sound reproductive health-care services. The report also examines recent activities in the areas of information, education and communication (IEC), data collection and analysis, and population and development; reviews various topics of special interest; highlights UNFPA financial and administrative matters; notes the implications of the International Conference on Population and Development for the UNFPA programme of work; and reviews the steps the Fund has taken in preparation for the upcoming Fourth World Conference on Women to be held at Beijing, in September 1995.

4. The present report reflects UNFPA's efforts to make extensive use of monitoring and evaluation exercises, both as a means of ensuring that UNFPA-supported activities produce intended results and as an indispensable tool in sharpening the strategic focus of the Fund's assistance.

I. STRENGTHENING PROGRAMME EFFECTIVENESS IN 1993 AND 1994

5. The effort to broaden the scope of the UNFPA programme to encompass a more comprehensive reproductive health-care approach was one of the most notable features of the Fund's work during 1993 and 1994. This was accompanied by efforts to satisfy unmet needs and to contribute to the empowerment of women, notably by activities aimed at enhancing women's economic status and exploring the linkages between women's economic activities and reproductive behaviour. The importance of such an approach was emphasized in the Programme of Action adopted by the International Conference on Population and Development. 1/ UNFPA also sought to strengthen and refine its programme process, focusing on strategic programming and its requisite policy and technical assistance.

A. Reproductive health and family planning

6. Three fundamental elements guided UNFPA assistance in this area: first, improving the quality of family planning programmes; second, adopting a more comprehensive approach to reproductive health care where family planning services are provided within the framework of reproductive health services; and third, empowering women in terms of reproductive rights and reproductive freedom. The Fund also formulated a policy paper to guide UNFPA humanitarian assistance aimed at meeting the reproductive health needs of women and adolescents during emergencies and other difficult situations.

1. Improving the quality of family planning services

7. The quality of family planning services has increasingly been recognized as one of the most important determinants of whether or not people accept and continue to use contraceptives. UNFPA's Guidelines for UNFPA Support to Family Planning Programmes encourage activities to improve the quality of family planning services, emphasizing the need to expand the availability of such services and to enhance their social acceptability and effectiveness.

8. In 1993, UNFPA organized a thematic evaluation of family planning services in eight countries to assess the quality of such services along six dimensions: choice of methods; technical competence of service providers; level of information and counselling available to clients; nature of interpersonal relations between service providers and clients; the presence of mechanisms within the programme to promote continued contraceptive use; and the appropriateness and acceptability of services.

9. The evaluation found that UNFPA's support had contributed significantly to improving women's access to family planning services in the eight countries visited. Family planning services were being delivered in facilities located within a reasonable distance of clients; a variety of contraceptive methods were available; service providers had had some kind of training and generally had a positive attitude towards their work and their clients; and basic medical equipment was in place. In addition, elementary management systems had been implemented with relative success, enabling most of the facilities to operate smoothly.

10. However, the findings also highlighted several important limitations related to the quality of family planning services. For example, the evaluation found that while all eight countries provided at least four methods of contraception (oral pills, intra-uterine devices (IUDs), tubal ligation and condoms), the choice of methods available to clients was limited by various factors, including the tendency among Governments and providers to encourage certain methods at the expense of others and the fact that contraceptive services were almost exclusively oriented towards female clients. The evaluation also found that the technical competence of service providers varied greatly, that countries often lacked the basic infrastructure and equipment needed for effective service delivery and that family planning services were sometimes neglected in favour of other health-care services. It further noted that the lack of follow-up mechanisms and inadequate record-keeping had limited

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the capacity of service providers to ensure client satisfaction and effective, continuous contraceptive use.

11. Although most service providers interviewed had had some training in family planning, that training was often insufficient for the services provided. Moreover, service providers seldom screened clients for contraceptive contra-indications or paid adequate attention to clients' complaints about side-effects. Such shortcomings were compounded by inadequate supervision, which was found at times to be too weak, infrequent and insufficient to ensure effective service delivery.

12. The evaluation further found that while nearly all UNFPA-supported maternal and child health and family planning (MCH/FP) projects explicitly identified improving the quality of services as one of their objectives, project strategies and activities did not always focus adequately on quality issues or specify key indicators that could help in determining whether project inputs were having the desired effect. This contributed to the related problem of placing too great an emphasis on quantity over quality, since programme performance tended to be measured in quantitative terms, such as the number of clients served and the amount and types of contraceptives provided.

13. The evaluation yielded a number of recommendations, including the following: (a) the mix of contraceptive methods should be sufficiently diverse to meet the needs of all users; (b) the choice of method should rest with the user not with the service providers; (c) more emphasis should be placed on promoting male contraception; (d) particular attention should be given to providing clients with complete, accurate and understandable information on available contraceptive methods; (e) service providers should be trained on the job in clinical skills and in interpersonal communications and counselling; and (f) mechanisms to ensure adequate follow-up of family planning acceptors should be developed or strengthened and practical and simple record-keeping systems should be developed and institutionalized; and (g) supervisors should be trained to monitor the quality of the services delivered (rather than just the outcomes as indicated by service statistics) and to give technical advice in a supportive way.

2. Integrating family planning into reproductive health care

14. UNFPA regards family planning as a central component of reproductive health care: it allows couples and individuals to meet their reproductive goals; is essential in reducing maternal mortality and morbidity; is indispensable in reducing the incidence of abortion; and contributes to efforts to prevent the transmission of reproductive tract infections, including sexually transmitted diseases, including human immunodeficiency virus (HIV) and acquired immunodeficiency syndrome (AIDS). The Fund recognizes that family planning programmes work best when they are linked to broader reproductive health programmes and when women are fully involved in the design, delivery, management and evaluation of services. UNFPA therefore promotes an integrated programme approach that seeks to make family planning services available to all who need and want them and to help couples and individuals satisfy their reproductive needs and goals.

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15. The challenges in the area of reproductive health care/family planning range from understanding people's fertility behaviour and satisfying their family planning needs, to preventing unsafe abortion and to aggressively combating the spread of sexually transmitted diseases and HIV/AIDS. Meeting those challenges requires designing and implementing effective ways of delivering integrated services to all those who desire them, but especially to hard-to-reach populations and those at increased risk of sexually transmitted diseases and HIV infection. Such services must be adapted to specific socio-cultural contexts; be extended to poor women, minorities, unmarried women and adolescents; promote healthy and responsible reproductive behaviour; pay special attention to young adults and men; and promote the use of condoms and other barrier methods of contraception.

16. UNFPA support is predicated on a number of basic principles, all of which are in consonance with the principles of the Programme of Action adopted by the Cairo Conference. First and foremost is the fundamental principle that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so. The Fund thus rejects any form of coercion and any form of incentives for either acceptors or service providers that might compromise informed and voluntary choice.

17. UNFPA promotes programmes that (a) are designed on the basis of meeting the needs of couples and individuals, not on the basis of meeting targets on quotas; (b) seek to assure the highest level of quality of care; (c) involve non-governmental, private, professional and other voluntary organizations, especially women's organizations, in the planning, implementation and monitoring of reproductive health services; (d) provide a constellation of integrated services to meet the reproductive health needs of women and men; (e) match services provided with the demand created by IEC programmes; and (f) provide greater and, to the extent possible, more flexible support for local costs, particularly at the primary health-care level in those countries that still require assistance to strengthen basic infrastructure.

18. UNFPA support for reproductive health programmes is likely to include (a) the full spectrum of family planning information and services, including counselling and follow-up services, aimed at all couples and individuals; (b) prenatal, delivery and postnatal care of mothers at the primary health-care level, with appropriate referral for the management of obstetric complications; (c) prevention of abortion, management of the consequences of abortion, and post-abortion counselling and family planning; (d) prevention of reproductive tract infections through preventive counselling and condom distribution; (e) prevention of infertility and sub-fecundity; and (f) routine reproductive health check-ups for women.

19. UNFPA recognizes that it will be difficult to satisfy women's family planning and reproductive health needs without the support of men, not only as husbands and partners but also as policy and decision makers and community and religious leaders. Efforts to involve men as responsible partners in helping to satisfy such needs take on a special urgency given the rapid spread of HIV/AIDS and the potential improvement in reproductive health that would follow if programmes promoted male participation as well as male methods as part of the

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contraceptive choices available to couples. The Fund further recognizes that integrated programmes must address the family planning and reproductive health concerns of adolescents, who urgently need information and services that can help protect them from unwanted pregnancies, unsafe abortion and sexually transmitted diseases.

3. Strengthening IEC in support of family planning

20. In order to assess the strengths and weaknesses of IEC activities in support of family planning programmes, UNFPA organized a thematic evaluation of seven IEC projects in five countries: Comoros, Rwanda and Zambia in Africa; and India and the Philippines in Asia. The projects fell into two categories: MCH/FP projects with an integrated IEC component; and IEC projects specially designed to support MCH/FP activities. The evaluators also drew upon evaluation and programme review reports on nine additional projects to obtain supplementary information.

21. The evaluation found that both types of projects had contributed to improving the level of knowledge and practice of family planning. In general, however, the projects were found to be overly ambitious, with too many objectives and an unrealistic time-frame within which to achieve them, a not uncommon problem with projects in other sectors as well. Moreover, indicators of success tended to be quantitatively rather than qualitatively oriented. In the projects with IEC components, it was not always clear how the IEC component would be integrated into the MCH/FP activities. The support IEC projects, on the other hand, did not usually ensure that the demand created would be matched by the services provided. In fact, the evaluation found that coordination in general tended to be weak, not only between service delivery and IEC activities in MCH/FP projects with integrated IEC components, but also between MCH/FP and IEC project personnel more generally.

22. In recognition of the importance of strengthening the link between MCH/FP and IEC activities, UNFPA prepared a technical note on the relationship between IEC and family planning service delivery. The note identifies six prerequisites for success. The first is collaborative planning. Service providers and IEC personnel must work closely together to identify the behavioural and attitudinal changes desired and the different population groups to be addressed. The second is strong and effective intrasectoral and intersectoral coordination. The third is complementary mass-media and interpersonal approaches: the use of mass media helps to legitimize and disseminate IEC messages; the use of interpersonal communications personalizes them. The fourth is a sound service delivery system capable of meeting the demand generated by IEC activities. The fifth is the effective integration and coordination of IEC and family planning activities. The sixth is the incorporation of monitoring and evaluation mechanisms in project design.

23. The Fund also issued a technical paper on developing IEC strategies for population programmes. The paper contained a 12-step approach to designing an effective strategy, which if applied in the project formulation, appraisal and monitoring stages would specifically address most of the shortcomings identified in the thematic evaluation. It also identified lessons learned from the Fund's

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experience in population IEC, including those specifically oriented towards users of family planning and reproductive health services. Not surprisingly, good interpersonal communication and counselling skills were found to be a prerequisite for effective and continued use of MCH/FP services, increased contraceptive prevalence and the acceptance of safer sexual practices.

4. Linking women's economic activities and reproductive behaviour

24. Economic independence for women has long been recognized as a key to limiting fertility. The ability to earn income helps to create alternatives to early marriage and early and frequent child-bearing. It also increases the opportunity costs of women's time and the "cost" of children, enhances women's status and self-esteem, and increases a woman's ability to make her own decisions, including those concerning child-bearing and contraception.

25. One of the ways in which UNFPA seeks to link family planning activities with efforts to enhance women's ability to earn income is through experimental projects that help women set up micro-enterprises. The projects typically help women secure credit; provide technical assistance and training in managing small businesses; and promote the use of family planning. (Micro-enterprises are unincorporated business activities that are undertaken by individuals, households or groups and require a limited number of employees. They are generally part of the informal sector and include, for example, off-farm employment, manufacturing and commerce.)

26. In early 1993, UNFPA published a comprehensive assessment of the Fund's experience with micro-enterprise projects for women. The report culminated a year-long thematic evaluation that began with the development of an evaluation methodology, involved a desk review of all available documentation on 19 such projects, and ended with four evaluation missions to project sites in six countries: Egypt, Ghana, India, Kenya, Paraguay and the Philippines. The missions reviewed all primary and secondary project documentation, including loan records and project monitoring data; conducted focus-group interviews; visited client enterprises; and interviewed representatives of government agencies and non-governmental organizations.

27. The evaluation did not find precise data to affirm a direct link between increased income and reduced fertility. However, it did show that when project inputs reached women and when women had access to family planning services, the projects appeared to contribute to increases in income and changes in reproductive behaviour. It also found that increases in income can accelerate demand for family planning and maternal and child health services. At the same time, however, the evaluation showed that specialized technical expertise was required to design population projects with micro-enterprise and income-generation components and a strong institutional capacity was required to implement them, both of which made the selection of implementing and executing agencies critical to the success of the activity.

28. The evaluation recommended that UNFPA continue to support micro-enterprise projects for women, giving preference to micro-enterprise activities that

clearly helped to achieve population objectives and that linked population components to strategies that had proved effective in increasing women's income. The evaluation further recommended that UNFPA-supported projects have explicit linkages to the Fund's country-level population programmes, especially to activities that seek to enhance women's reproductive rights, and ensure that there are family planning services available to meet the demand generated by the projects. The evaluation stressed that, as a primary strategy, UNFPA should introduce MCH/FP, as well as IEC and other population components, into existing micro-enterprise programmes and projects rather than design separate micro-enterprise/population projects on its own. The Fund should identify executing agencies that have the requisite technical capacity to ensure that projects are well designed, monitored and implemented, and select implementing agencies that have a proved track record in micro-enterprise activities.

B. Information, education and communication

29. In 1994, UNFPA provided assistance to developing countries to implement 118 ongoing and new population education activities. The activities supported ranged from creating awareness and eliciting support among government officials and community leaders, to training a core technical staff and to teaching population education in schools.

30. A broad base of support for population education became evident in 1993 at the first International Congress on Population Education and Development, held at Istanbul, Turkey, at which 92 Governments strongly endorsed population education. As a result, the focus of activities in 1994 shifted away from advocacy and towards efforts to improve the quality and coverage of population education. This involved, inter alia, producing more effective teaching and learning materials; devoting more time and assistance to high-quality training; making greater use of educational television where feasible; and expanding training activities to reach teachers who had not yet been trained because of lack of funds.

31. A recent study conducted by UNFPA in a number of countries revealed two main shortcomings in current population education programmes: the lack of clear priorities in the topics covered; and the lack of clear objectives and desired outcomes. In response to these and related issues, UNFPA issued a technical paper reconceptualizing population education. The paper proposed specific approaches to topics perceived as sensitive or controversial; called for new ways to select key concepts and set priorities; and stressed the importance of ensuring that course content was clear and appropriate to both the socio-cultural context of the country and the age level of the students.

32. In addition to promoting population education activities in schools, UNFPA used other channels, such as adult literacy classes, workers education courses and agricultural extension programmes, to reach a variety of audiences. As a follow-up to the Fund's involvement in the Education for All Summit held at New Delhi in December 1993, UNFPA has begun to emphasize adult literacy activities that give priority to improving the literacy of girls and women, while promoting family planning and teaching key vocational skills. The Fund has also used parent-education programmes as a vehicle to help parents communicate better with

their children on such sensitive issues as human sexuality and contraception and to encourage parents to send their daughters to school.

33. UNFPA also provided support to peer-counselling activities directed towards adolescents and young women who had married at an early age. The peer approach proved to be an effective channel of communication, particularly in youth clubs, which were successful in several countries in conveying messages on family planning and responsible parenthood and in providing reproductive health-care counselling and services.

34. In 1994, UNFPA directed greater attention to the issue of male involvement in reproductive health care, including family planning. Initial findings from a review of the activities of organizations that work in this area indicate that such organizations tend to focus on male contraceptive methods and their use, but give little attention to the role of men as partners in reproductive health care. UNFPA will therefore continue to emphasize the importance of male involvement in reproductive health, particularly in view of the fact that most resources for family planning are still allocated to services for women.

C. Data collection and analysis, and population and development

35. During 1993 and 1994, UNFPA continued to assist developing countries in enhancing their capabilities to generate and analyse population data in support of national population and development activities. The Fund's capability to provide technical assistance has been further strengthened by the appointment of specialists in data collection, processing and analysis to the Fund's country support teams. As a result of the broadening of the scope of population and development activities called for in the Programme of Action, UNFPA has accordingly begun to revise the modalities and scope of its support to cover such areas as basic data collection; social, economic and cultural research and analysis; monitoring; and the interrelationship of population, development and the environment.

36. To ensure that developing countries will be able to obtain the maximum benefit from developments in methodologies and from technological innovations, UNFPA maintains and promotes an ongoing dialogue with specialists from both developed and developing countries. The technical support teams of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat are playing a crucial role in preparing summaries of state-of-the-art developments in census taking, household survey execution, and civil registration and vital statistics.

37. UNFPA continued to provide assistance to developing countries to develop appropriate technologies to analyse, present and disseminate data. It is envisaged that new, user-friendly, technologically appropriate techniques of presenting data will be further developed, in particular in view of the international consensus on the need for more sophisticated population and development databases.

38. In 1993 and 1994, UNFPA continued to fund activities in support of population policy formulation and development planning in most developing countries. The bulk of these activities concentrated on institution-building and were carried out in sub-Saharan Africa, a region where population policy formulation is still evolving. These efforts benefited from the information provided from the monitoring of national population policies regularly carried out by the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat.

39. The operational and institutional means of integrating population factors into the development process came under increasing scrutiny, first at a round-table discussion convened jointly by the Economic and Social Commission for Asia and the Pacific and UNFPA in November 1993, and subsequently in the policy dialogue leading to the Cairo Conference. As a result, greater emphasis is being placed on policies and programmes that encourage grass-roots participation, involve local communities and facilitate efforts to empower women. Decentralized planning and a shift towards policy-making at subnational and local levels are also being increasingly featured in multilateral assistance, whose aim is to institutionalize the integration of population factors into development planning.

40. A series of UNFPA-supported studies being undertaken by the Population Division continued through their third year of implementation. As part of a study on excess mortality of the female child, the Division prepared an extensive bibliography of materials dealing with this topic and will publish a study on sex differentials in infant and child mortality and its determinants. For a study of the family-building process in 15 countries, the Division undertook an analysis of the literature, designed computer programs to analyse data, and tested the study's methodology in Colombia and Kenya. For a study on international migration, the Division conducted an extensive review of the literature and completed the framework for the survey report. The Population Division also continued to disseminate population information and data through its Population Information Network (POPIN) Gopher, including relevant documentation generated during the International Conference on Population and Development.

41. The Statistical Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat continued to develop, distribute, service and provide training for a number of population-related computer software packages. The aim has been to provide software packages where commercial software is not readily available. The Statistical Division has been particularly successful in developing the POPMAP software package, especially when used as part of a management information system (MIS) for family planning services and census operations. The use of such software packages has been enhanced through regional training workshops in Chile and Senegal. The Statistical Division has also been evaluating the geographical information systems (GIS) software, testing different applications in the areas of population research, census activities and MIS activities.

42. The Statistical Division conducted research on developing statistics on women and development. The database, known as the United Nations Women's Indicators and Statistics Database for microcomputers (WISTAT), provides access

to a wide range of data on social and economic issues relating to women and is the main source of statistics for reports prepared by the Commission on the Status of Women and the Committee on the Elimination of Discrimination against Women. The Division has begun preparations to upgrade the database in the light of the Fourth World Conference on Women (Beijing, September 1995). The Statistical Division has also been working in close collaboration with the World Health Organization (WHO), the International Institute for Vital Registration and Statistics, and UNFPA in implementing an international programme for accelerating and improving vital statistics and civil registration systems. The activities seek to strengthen the technical and managerial capabilities of developing countries to organize, maintain and operate comprehensive vital statistics and vital registration systems.

43. During 1993 and 1994, the UNFPA Global Training Programme on Population and Development continued to provide training in the field of population and development. In 1993, 85 participants (41 of them women) from 54 countries completed a one-year training session at the Programme's four long-term training centres. In 1994, 100 participants (43 of them women) from 59 countries took part in the training. In 1993, the Global Programme expanded to include a fifth training centre, which was established at the Cairo Demographic Centre in cooperation with the Egyptian Government. The first training session started in October 1993 with 20 participants from 15 developing countries. In October 1994, the training centres in Belgium and the Netherlands were transferred, respectively, to the Institut national de statistique et d'économie appliquée at Rabat, Morocco, and to the University of Botswana at Gaborone. At present, preparations are under way to establish training programmes at the two new sites.

D. Strategic programming and technical assistance

44. The review and assessment of programme strategies and the evaluation of programme performance are part of a continuum to enhance the impact and effectiveness of programmes. They are also at the core of the Fund's programme review and strategy development (PRSD) exercise. Programme performance and effectiveness, in turn, are enhanced by high-quality technical assistance. The Fund's principal mechanism for providing such technical assistance at the country level is the UNFPA country support team (CST), of which there are currently eight in operation. The work of the teams is complemented by specialists and coordinators located in the United Nations and its regional commissions, at the headquarters of United Nations specialized agencies and at WHO regional offices.

45. UNFPA's report to the Population Commission at its twenty-seventh session (E/CN.9/1994/8) provided a detailed description of the PRSD exercise and the evolution of the UNFPA country support teams. The present report provides a brief summary of the Fund's experience to date with these two important programming tools.

1. Programme review and strategy development

46. In 1993, UNFPA reviewed its experience with the PRSD exercise. The objective was to identify ways to further strengthen the effectiveness of the exercise and to make optimal use of the findings and recommendations in the formulation of corresponding country programmes.

47. The review found that the PRSD exercises had yielded a wealth of data, enhanced the understanding of the population dynamics in the countries reviewed, and facilitated the planning, design and implementation of national population programmes. It further found that the objectives and strategies of the corresponding UNFPA country programmes were clearly based on the PRSD recommendations. However, the review suggested ways to improve the usefulness of the recommendations, both by making them more explicit and by establishing clear priorities. Although the recommendations generally were found to be specific to the needs of the country reviewed, it was recommended that the strategies developed should be more comprehensive and take greater account of analyses of national capacities in various sectors, of constraints to population programme implementation, and of the overall national development context.

48. In general, the review found that much energy and attention had been focused on activities specific to organizing and conducting the PRSD mission, but not enough on critical preparatory and follow-up activities. None the less, the missions more effectively achieved their purpose when the Government had been actively involved in the process and when the missions had worked in close collaboration with the UNFPA field office.

49. The review reaffirmed the PRSD exercise as an essential element in population programming. The lessons learned from the review are being used to help strengthen the Fund's programme development process. UNFPA is thus taking care to generate and maintain population programme data on a country-by-country basis; clearly define the roles and responsibilities of those involved in the process; clearly delineate the various phases in the programming process; and refine and improve the tools used in programme monitoring and evaluation.

2. Technical support services

50. As requested by the Governing Council of the United Nations Development Programme (UNDP) and UNFPA, in its decision 91/37, 2/ the Executive Director arranged for an independent evaluation of the Fund's successor support-cost arrangements, which had been approved by the Governing Council in that decision. The objectives of the evaluation were (a) to assess whether the role and objectives of the Fund's technical support services (TSS) system were being fulfilled; (b) to determine if the TSS system was working as intended; (c) to assess whether the system was meeting the demands for technical support services; and (d) to examine organizational issues such as regional needs, composition and size of UNFPA country support teams and possible options for the future configuration of the teams.

51. The objectives of the Fund's TSS system are fourfold:

(a) To improve the availability of technical knowledge, analysis and research for use in population policies and programmes;

(b) To contribute to an integrated and coordinated multidisciplinary approach to population;

(c) To accelerate the achievement of national self-reliance through the use of national and regional expertise;

(d) To ensure close interaction of research and analytical work with institutional activities.

52. The evaluation team conducted field missions to each of the Fund's eight country support teams as well as to 28 countries covered by the teams. Team members consulted government officials and national programme staff, UNFPA country directors, CST team leaders and members, as well as a wide range of country-level personnel from agencies and organizations active in population activities in the countries visited. They also conducted interviews with TSS specialists and coordinators at participating United Nations agency headquarters and regional offices, whose major function is to provide country support teams with information and research in support of team efforts at the country level.

53. The evaluation team found that the concept of the CST system had been welcomed by all those concerned. The CST system of advisers was a major improvement over the previous system of regional advisers, providing more effective and timely backstopping of UNFPA projects. The teams had been most effective in providing technical support for project formulation and monitoring but less successful in building national capacity - primarily because of the heavy workload of CST advisers.

54. The evaluation team made numerous recommendations for improving the TSS system at the country, regional and headquarters levels. For example, it recommended that UNFPA field offices should be strengthened in both programme management and administration, and that Governments' capacity to manage programmes should be strengthened by using programme funds to place project and programme managers in key operational and coordinating ministries. At the regional level, the team recommended that UNFPA review the composition of all country support teams and TSS headquarters units, together with all personnel funded under the TSS system, and make greater use of TSS specialists. The team recommended at the headquarters level that the Fund clarify the role of the country support team in agency-executed projects and review TSS guidelines to ensure that top priority was given to national capacity-building and that national competence was fully utilized before using CST advisers.

55. UNFPA will report to the Executive Board in 1995 on its experience with the TSS arrangements, including the findings and recommendations of the independent evaluation.

II. TOPICS OF SPECIAL INTEREST

A. Update of the UNFPA review and assessment exercise

56. In response to Governing Council decision 93/27 A, 3/ UNFPA updated its original review and assessment exercise, which had examined what had or had not worked in the population field over the 20-year period from 1969 to 1989, and identified the factors responsible for success or failure of national population programmes in three key areas of the UNFPA work programme: (a) population data, policy development and planning; (b) maternal and child health and family planning (MCH/FP); and (c) information, education and communication (IEC).

57. The 1993-1994 update reaffirmed the continuing relevance of the policy implications of the findings and recommendations of the original review and assessment, which had stressed, inter alia, that countries had to obtain needed political support, introduce strategic planning and programming, diversify the agents for demographic change (e.g., by including non-governmental organizations, community and religious organizations and women's groups) and strengthen resource mobilization. The update further reaffirmed that the review and assessment had anticipated a main thrust of General Assembly resolutions 44/211 and 47/199, stressing the importance of developing a national plan to serve as a framework for coordinating all population activities within a country and emphasizing the need to rapidly strengthen national capacity to manage such a plan.

58. The update identified a number of issues that still required further elaboration and coordinated and concerted action. These included the need (a) to improve the quality of family planning programmes and to provide family planning services within the framework of reproductive health-care services; (b) to strengthen policies and procedures for matching resources to evolving needs at the country level, including the need to redefine the roles of countries with successful programmes; (c) to improve strategic planning and programme implementation; and (d) to mobilize additional resources to help countries meet the basic needs of their population programmes. The update also identified several other important issues, including the need to obtain accurate estimates of contraceptive requirements and to devise ways to meet those requirements, to address special problems associated with the ageing of populations, and to formulate policies and provide assistance and services responsive to the needs of refugees and recent migrants.

59. The update noted that the integrated reproductive health care/family planning perspective went beyond the absence of disease or disorders of the reproductive process and implied that reproduction should be carried to a successful conclusion. It included the reproductive health needs of men and of adolescents and involved extending services to all women of reproductive age as well as to those beyond reproductive age who might require care for the after-effects of illnesses associated with their child-bearing years.

60. The update further suggested that reproductive health care should be the linchpin of integrated programmes around which related services and activities should be structured and coordinated. For example, IEC activities should seek to involve men more fully in family planning and reproductive health-care

activities and should be designed to assist both adults and adolescents in making free and informed decisions concerning their sexual and reproductive lives. The update also recommended that population IEC programmes should develop strategies to enable couples, families and youth to discuss population and reproductive health issues openly and honestly.

61. Two of the other findings of the update also hold particular significance for the work of UNFPA: the need to strengthen policies and procedures for matching resources with evolving needs at the country level; and the need to improve strategic planning and programme implementation. The importance of the first was reaffirmed by the General Assembly in its resolution 47/199, which noted the need for priority allocation of scarce grant resources to programmes and projects in low-income countries, particularly the least developed countries (para. 4). Such priority allocation of resources has long been a concern of UNFPA, as reflected in the Fund's extensive experience in implementing its priority country system. That system has enabled UNFPA to be flexible in responding to changing economic and demographic situations and to concentrate its resources in countries with the most critical needs.

62. The success of population programmes in many countries is also an important factor in matching resources with evolving needs. A number of developing countries have either met or surpassed the goals set forth in the Programme of Action, and an even larger number will attain similar levels of success within the next few years. Taken together, these successful programmes not only demonstrate individual achievements, but also add greatly to the pool of human and technical resources that can be mobilized to help countries address their population issues. These successful countries, however, may no longer require external assistance for comprehensive population programmes, as they have been able to commit high levels of internal resources to meeting the needs of their people.

63. The update identified the Fund's PRSD exercise and TSS arrangements as integral components of efforts to improve strategic planning and programme implementation. Both heighten UNFPA's comparative advantage and maximize the impact of the assistance it provides, as well as that provided by other agencies and organizations. Both also seek to improve the Fund's effectiveness and efficiency in delivering assistance, strengthen its capacity to provide policy guidance and technical assistance and advice, and help countries build up their capacity to execute programmes and projects. The PRSD exercise and the UNFPA country support teams also serve important monitoring functions.

B. Update on global contraceptive requirements for 1994-2005

64. In response to Governing Council decision 91/35 A, 2/ UNFPA updated the global estimates of contraceptive requirements in developing countries, building upon the estimates contained in the report of the Executive Director of the Fund on contraceptive requirements and demand for contraceptive commodities in developing countries in the 1990s (DP/1991/34), submitted by the Governing Council at its thirty-eighth session. The update incorporated the latest data from the United Nations, the Demographic Health Surveys, the in-depth studies

conducted under the UNFPA Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s and other sources, and included estimates of condom requirements for HIV/AIDS prevention prepared by the World Health Organization Global Programme on AIDS. The global estimates provided below are based on 1992 United Nations population projections and must therefore be adjusted periodically to reflect subsequent projections.

65. UNFPA presented a summary of the findings of the update to the UNDP/UNFPA Executive Board at its annual session, in June 1994 (DP/1994/47). The summary examined seven key factors: contraceptive use by married women; method use; contraceptive use among all women; contraceptive commodity requirements; cost of contraceptive commodities; sources of supply; and projections of condom requirements for the prevention of sexually transmitted diseases and AIDS.

66. The update estimated that the number of married women of reproductive age in developing countries would increase by about 14 million a year, for a total increase of 169 million, or 21.5 per cent, in the period 1994-2005. Thus, if contraceptive use among married women were to remain at the 1994 level of 56.8 per cent, the number of married women using contraceptives would increase by 96 million between 1994 and 2005, from 446 million to 542 million.

67. In order for population growth to remain in line with the 1992 United Nations medium projection, which forecasts an addition of 950 million persons by the year 2005, a modest increase in contraceptive prevalence would have to take place in developing countries, from 56.8 per cent to 63 per cent. This increase of about one half of 1 per cent a year in contraceptive prevalence, combined with the increase in married women of reproductive age, yields an increase of 157 million contraceptive users, bringing to 603 million the total number of married women using contraception by the year 2005.

68. In order to attain the 1992 United Nations low-population projection, the number of contraceptive users would have to reach 622 million in the year 2005, 176 million more than in 1994. The very ambitious goal of attaining replacement fertility for each country in the world would require 269 million additional users in 2005, 60 per cent more than the number in 1994.

69. It is estimated that of the 446 million current users in developing countries, 200 million (45 per cent of all users) are protected by sterilization. IUDs are the second most used contraceptive method, by 112 million women (25 per cent of all users). The pill is used by more than 51 million women (12 per cent of all users), the condom by almost 25 million couples (6 per cent), and injectables by 10 million women (2.2 per cent), although such use is probably increasing relatively rapidly (the remaining 47 million contraceptive users use traditional methods).

70. Method mix differs markedly by region. For example, in Asia, sterilization and IUDs account for 76 per cent of users; in Latin America, 38 per cent use sterilization and 28 per cent use the pill. In both sub-Saharan Africa and the Arab States and Europe, the pill is the most used method (26 per cent and 31 per cent, respectively). The largest proportionate use of injectables is in sub-Saharan Africa, accounting for some 13 per cent of all users.

71. Estimates of contraceptive commodity requirements for the period 1994-2005 are 196 million sterilization procedures; 436 million IUDs; 898 million doses of injectables; 12.3 billion cycles of pills; and 55.7 billion condoms. The estimated annual cost of such contraceptive commodities for family planning would increase from $528 million in 1994 to $752 million in the year 2005. The total for the 12-year period 1994-2005 is estimated to be $7.7 billion and averages just over $640 million a year. This compares to $5.1 billion for the 10-year period 1991-2000 presented in the original estimate of global requirements in 1991, averaging $510 million a year.

72. An additional 14.6 billion condoms for the prevention of AIDS and other sexually transmitted diseases are estimated to be required for the period 1993-2005, at a cost of $406.5 million. Thus, the total cost of commodities, including condoms for HIV/AIDS prevention, is estimated at $8.1 billion for the period. The breakdown by method, calculated in current average costs for purchases on the international market and assuming no escalation in cost, is as follows: pills, $2.5 billion; sterilization procedures, $2 billion; condoms, $1.95 billion ($1.55 billion for family planning and $0.4 billion for the prevention of sexually transmitted diseases and AIDS); injectables, $907 million; and IUDs, $733 million.

73. Governments supply about 86 per cent of all modern methods used in developing countries: 95 per cent of clinical methods (sterilization and IUDs), 57 per cent of pills and 47 per cent of condoms. In Asia, Governments furnish the supplies for more than 90 per cent of sterilization and IUDs, almost 80 per cent of users of pills, more than two thirds of users of injectables and about half of condoms. Sixty-five per cent of contraceptive users in sub-Saharan Africa receive supplies from Governments, primarily injectables, pills and IUDs; the private sector accounts for 47 per cent of sterilizations and 64 per cent of condoms. In Latin America, 62 per cent of users of modern methods (including more than 80 per cent of users of the pill, injectables and condoms) receive their supplies from the private sector. Similarly, in the Arab States and Europe, 58 per cent of users receive their supplies from the private sector (including more than three fourths of all condom users and two thirds of all pill users).

C. HIV/AIDS prevention activities

74. The prevention and treatment of sexually transmitted diseases, including HIV/AIDS, is an integral component of reproductive health care. It is also an important concern of the UNFPA programme and a focus of considerable inter-agency collaboration.

75. UNFPA helped organize a round table to discuss the impact of HIV/AIDS on population policies and programmes, which was held at Berlin in September/October 1993 under the auspices of the Policy Development Forum of the German Foundation for International Development. The Fund prepared the main background document for the round table, which was organized as part of the preparatory process for the International Conference on Population and Development. The round table recommended, among other things, that Governments and the international community should commit themselves to fighting against HIV/AIDS as

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an essential part of sound population and related family planning policies. It took issue with the view held by some that AIDS will take care of the population problem, calling it completely erroneous. The round table called for a firm political commitment to women's empowerment, and stressed the need to enhance women's ability to take control over their own reproductive and sexual lives.

76. During 1994, the Fund prepared and distributed the 1993 AIDS Update, an annual publication highlighting UNFPA's support for HIV/AIDS prevention activities around the globe. The Update provided information on UNFPA assistance in four areas: supply of condoms; training for MCH/FP service providers; HIV/AIDS information and education as part of in- and out-of-school population education programmes; and public information and education activities. The Update was sent to representatives of Governments, non-governmental organizations and academic institutions and was distributed at the annual session of the UNDP/UNFPA Executive Board, held at Geneva in June; the annual Consultative Group Meeting on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s; the Tenth International Conference on AIDS, held at Yokohama, Japan, in August; and the World AIDS Day ceremony at United Nations Headquarters.

77. UNFPA participated actively in the working group meetings to discuss the establishment of a joint and co-sponsored United Nations programme on AIDS. The meetings culminated in the submission of a report to the WHO Executive Board in January 1994. In July, the Economic and Social Council, in resolution 1994/24, endorsed the establishment of the programme and urged the six co-sponsors to initiate programme activities at the country level as soon as possible. UNFPA, in conjunction with the other co-sponsors, has been engaged in the transition process leading to the full implementation of the programme, scheduled for January 1996. This has included the assignment of a senior technical officer to the Geneva-based transition team to assist in the preparation of a comprehensive proposal, to be submitted to the Council in January 1995 (see Council resolution 1994/24, para. 9).

78. UNFPA also participated in meetings of the Inter-Agency Advisory Group on AIDS and the Management Committee of the WHO Global Programme on AIDS in order to promote and enhance coordination of HIV/AIDS prevention activities. The Fund also provided financial support to the WHO Task Force on HIV/AIDS Coordination for the publication of the biennial report on HIV/AIDS activities.

79. UNFPA worked closely with the WHO Global Programme on AIDS in preparing estimates for condom requirements for HIV/AIDS prevention as part of in-depth studies in Bangladesh, Brazil, Egypt, the Philippines, Turkey and Viet Nam, undertaken within the framework of the Fund's Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s. UNFPA also published and disseminated a technical report entitled Contraceptive Use and Commodity Costs in Developing Countries, 1994-2005, prepared in collaboration with the Population Council. The report includes estimates of condom requirements for the prevention of sexually transmitted diseases and AIDS, prepared by the WHO Global Programme on AIDS. A summary of the findings of the update of global estimates of contraceptive requirements in developing countries was provided in document DP/1994/47, submitted to the Executive Board at its annual session in June 1994 (see sect. II.B above).

80. In December, UNFPA organized an Expert Consultation on Reproductive Health and Family Planning: Directions for UNFPA Assistance. Inputs from this meeting, together with the recommendations of the Cairo Conference, will help UNFPA to further develop and enhance its support for HIV/AIDS prevention activities within the context of reproductive health.

D. Status of UNFPA implementation of General Assembly resolution 47/199

81. During 1994, UNFPA built upon the progress made in previous years. For example, the Fund continued to address relevant concerns of resolution 47/199 in all policy planning, programming and training exercises, including, most notably, those dealing with the country strategy note, harmonization of programming cycles, the programme approach, national execution and national capacity-building, decentralization, programming guidelines and training.

82. UNFPA also continued to work closely with United Nations partner agencies and organizations through its involvement in the Joint Consultative Group on Policy (JCGP), the Consultative Committee on Programme and Operational Questions (CCPOQ) and the Consultative Committee on Administrative Questions (CCAQ) of the Administrative Committee on Coordination (ACC), and relevant inter-organizational training exercises at both the country level and the global level - notably the International Training Centre of the International Labour Organization (ILO) at Turin.

83. In line with the preparations for the Cairo Conference, UNFPA served as lead agency in conducting inter-agency training in management coordination for senior United Nations field representatives in May 1994 at the ILO International Training Centre. The Executive Director gave the keynote address to the workshop that highlighted population and development issues.

84. Country strategy note. UNFPA participated in JCGP and CCPOQ working groups to draft guidelines covering United Nations contributions to the country strategy note. In October 1993, selected UNFPA field staff participated in a workshop held at the ILO International Training Centre as part of the process of drafting system-wide guidelines. UNFPA continues to be a key partner in the national country strategy note exercises in numerous developing countries, including Brazil, Costa Rica, El Salvador, Ghana, Honduras, Jamaica, Morocco, Nicaragua, Panama, the Sudan, the Syrian Arab Republic and Tunisia. In addition, UNFPA, UNDP and the United Nations Children's Fund (UNICEF) agreed to fund an umbrella project on a United Nations system integrated approach to technical assistance activities in support of the country strategy note process. The Fund, as lead agency at the International Training Centre's Twelfth Management Coordination Workshop, in May 1994, ensured that population issues were integrated into country strategy note training exercises.

85. Harmonization of programming cycles. As follow-up to the joint letter sent by the executive heads of UNICEF, UNDP and UNFPA to their respective field offices, UNFPA convened working groups on harmonization of programming cycles for Latin America and the Caribbean, Western Asia and Northern Africa. The

working groups continue to monitor the work plans and deadlines agreed to by all participating inter-agency parties.

86. Programme approach. UNFPA continued to participate in JCGP and CCPOQ efforts to elaborate a framework to help United Nations organizations reach an agreement on a system-wide interpretation of the programme approach. In Egypt, UNICEF, UNDP and UNFPA signed an agreement on an integrated development package with the Governorate of Assiut. In Bangladesh, UNICEF and UNFPA are working on an integrated planning model, which will include modules on literacy, nutrition, health and the status of women. In 1994, UNFPA participated in study missions organized by the United Nations to review the experiences of selected countries in order to find ways of accelerating progress in the area of the programme approach. UNFPA has also shared the lessons learned in developing programme strategies.

87. National execution and national capacity-building. The UNFPA country support teams continued to make use of national expertise and national institutions as a source of technical assistance in implementing population activities. The teams prepared rosters of national experts to be used as consultants and trained national counterparts - both formally, through workshops, and informally, as participants/observers on collaborative technical assistance missions. National execution of projects is also stressed in the UNFPA country programmes submitted to the Executive Board. UNFPA will continue to provide support to expand the capacity of countries to undertake national execution.

88. Decentralization. UNFPA revised its guidelines on decentralization, considerably expanding programme approval authority at the field level. As a result, in the first 10 months of 1994, some 64 per cent of the total country project approvals were accounted for by the UNFPA country directors. Overall, during the same period, decentralized approvals of such projects at headquarters and in the field accounted for close to 79 per cent of total project approvals, compared with 43 per cent in the first 10 months of the previous year. Moreover, the Fund extended total programme approval authority, on a trial basis, to 12 countries or areas (Algeria, Bangladesh, Burkina Faso, Ethiopia, Honduras, Malawi, Pakistan, Peru, Philippines, Senegal, South Pacific subregion and Syrian Arab Republic). UNFPA will extend such approval authority to other countries as appropriate. The Fund also recently decentralized two important functions to the field: the handling of travel arrangements for UNFPA consultants hired in the field; and the hiring of national project staff.

89. Training. UNFPA supports and will continue to participate in relevant inter-organizational training exercises at the country level and at the ILO International Training Centre at Turin. The Fund contributes funding, training advice and expertise to help strengthen the Centre's work on collaborative training for the United Nations system. UNFPA participated in the Workshop on the Programme Approach, held at the Centre, and acted as lead agency in the Centre's Twelfth Management Coordination Workshop, which highlighted population issues. In Bangladesh, the JCGP partner organizations have agreed to pursue an integrated approach to training United Nations staff. In several countries, field committees under the leadership of the resident coordinator are exploring joint training exercises on such issues as national execution, national

capacity-building, HIV/AIDS prevention, safe motherhood within the context of reproductive health, and women in development.

90. Evaluation and management audit. UNFPA participates in the Inter-Agency Working Group on Evaluation, which is currently developing guidelines for collaboration in the area of evaluation. UNFPA also participates in the JCGP Working Group on Management Audit Systems. The Working Group submitted a report to JCGP, highlighting common elements and standard auditing practices among the JCGP partner organizations. The Working Group also adopted a common definition of management auditing. The report was accepted as the basis for reporting to the Economic and Social Council on management audit systems within the context of General Assembly resolution 47/199. UNFPA, along with UNICEF, the World Food Programme and UNDP, commissioned a study on financial and programme accountability.

III. FINANCIAL AND ADMINISTRATIVE MATTERS

A. Financial highlights

91. Total income in 1993 decreased by $18.6 million, or 7.8 per cent below the 1992 income of $238.2 million. Total contributions pledged by 101 Governments in 1993 reached $216.6 million, a decrease of $17.2 million in dollar terms, or 7.4 per cent below the $233.8 million pledged in 1992. Interest income amounted to $3.9 million, or 1.8 per cent of total income. Funds channelled through cost-sharing arrangements totalled $0.3 million, while other miscellaneous income and adjustments, including revaluation of currencies and gains/losses on currency exchange, totalled minus $1.2 million.

92. Total expenditures in 1993 were $203.5 million, an increase of $9.9 million, or 5.1 per cent, compared with 1992 expenditures. Programme expenditures in 1993, which amounted to $158.4 million, constituted 77.8 per cent of total expenditures, compared with $151 million, or 78 per cent, in 1992. Technical support services and administrative and operational services (AOS) costs, including UNFPA support services expenditures, totalled $24.1 million in 1993, or 11.8 per cent of total expenditure, compared with $22.8 million, or 11.8 per cent of total expenditure in 1992.

93. Prior to 1992, UNFPA reimbursed United Nations executing agencies for support costs at a rate of 13 per cent of the total project expenditure executed by the agency. Moreover, some of the costs of technical advisers covered under the Fund's new TSS arrangements, which took effect in January 1992, were financed from intercountry projects. In 1993, as in 1992 and 1991, total AOS costs were composed of three elements: reimbursements to United Nations executing agencies for support costs; payment of overhead charges to non-governmental organizations executing UNFPA-financed projects; and reimbursements to UNFPA for support and procurement services provided to government-executed projects.

94. In 1993, the United Nations executing agencies, including the regional commissions, executed projects amounting to $43.5 million, compared with $50.1 million in 1992. Governments, with the assistance of UNFPA field offices,

executed $21.2 million in 1993, compared with $27.5 million in 1992. Expenditures for government-executed projects in 1993 did not include $16.6 million of advances to Governments, which at year-end were held by Governments and not reported as expenditure. UNFPA-executed projects totalled $49.9 million in 1993, compared with $31.2 million in 1992. Project expenditures for projects executed by non-governmental organizations, including intergovernmental institutions and other agencies, were $19.7 million in 1993, compared with $19.4 million in 1992. Expenditures for projects executed by non-governmental organizations in 1993 did not include $6.1 million of outstanding advances to non-governmental organizations, which at year-end were held by those institutions.

95. Projects executed by the United Nations and its specialized agencies and regional commissions amounted to $43.5 million, or 32.4 per cent of total project expenditures of $134.3 million in 1993. Governments executed $21.2 million, or 15.8 per cent of project expenditures in 1993. Non-governmental organizations, including intergovernmental institutions and other agencies, executed $19.7 million, or 14.7 per cent of project expenditure in 1993.

96. The total administrative and programme support services expenditure, comprising headquarters administrative and programme support costs and total field office costs, amounted to $45.1 million, or 22.2 per cent of total expenditures, compared with $42.6 million, or 22 per cent of total expenditures in 1992. The field office expenditure on administrative and programme support services in 1993 totalled $20.5 million, compared with all field office costs of $18.8 million in 1992.

B. Administration and personnel

97. As of January 1994, in accordance with Governing Council decisions 85/20, 86/35, 87/31, 88/36, 89/49, 90/36, 91/36, and 93/28, 4/ the total number of authorized budget posts was 837, comprising 304 Professional staff (including 124 national programme officers) and 533 General Service staff. These include 105 Professional and 135 General Service posts at headquarters, 2 Professional and 2 General Service posts at Geneva and 197 Professional posts (including the 124 national programme officers) and 396 local General Service posts in the field.

98. The percentage of women on UNFPA's Professional staff at headquarters and in the field reached 44 per cent in 1993, one of the highest percentages among United Nations agencies and organizations.

IV. IMPLICATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT FOR THE UNFPA PROGRAMME OF WORK

99. The Programme of Action adopted by the International Conference on Population and Development 1/ has important policy and programme implications for UNFPA, in particular as they relate to the policy orientations, programme focus and programming strategies of the Fund.

100. The Programme of Action has specific implications for UNFPA's policy orientations. Perhaps first and foremost is the need to base population programmes on individuals' needs and desires rather than on demographic targets and to place paramount importance on ensuring quality of care. This requires, among other things, improving the quality of training in reproductive health and related areas; expanding the range and quality of services; and promoting the greater involvement of national and subnational non-governmental organizations and women's groups in the design, implementation and monitoring of programmes, as well as the increased use of socio-cultural research to develop training and IEC programmes.

101. Another important policy concern is to consolidate and deepen development partnerships at both the national and international levels. The aim is twofold: to maximize the impact of development cooperation by taking advantage of an effective division of labour and of the specific areas of competence of the various partners (governmental, non-governmental, private sector, multilateral, bilateral); and to ensure a greater level of national and local participation in and ownership of population and development programmes. This will also greatly facilitate UNFPA's efforts to address two related policy concerns: (a) to ensure that the broad-based support and sense of ownership for population and development programmes generated by the Cairo Conference is maintained, nurtured and expanded; and (b) to help create an environment conducive to formulating and implementing integrated population and development programmes.

102. Based on the content and direction of the Programme of Action and in view of the recommendations of internal and external assessments of UNFPA's programme, the Fund plans to adopt a thematic, rather than sectoral, approach, focusing primarily on three major themes: (a) reproductive health and family planning; (b) gender, population and development; and (c) population and sustainable development.

103. The aim would be to develop a holistic approach in addressing the specific population and development situation in each country. This implies, inter alia, that where well-established family planning programmes exist, such programmes can serve as the basis for a primary health-care system that includes expanded reproductive health care. The activities in the area of reproductive health would concentrate on improving upon traditional maternal and child health services by adopting a more comprehensive reproductive health-care approach that included family planning. The longer-term goal would be to provide a comprehensive set of quality reproductive health-care services covering all stages of people's lives, from adolescence through adulthood.

104. The Programme of Action gives UNFPA broader scope in terms of women, population and development activities, especially as concerns advocacy in all areas relating to improving the status of women. The Fund will thus actively advocate a holistic approach to empowering women, integrating efforts to improve women's health, literacy and education, both formal and vocational, with wider efforts to reduce social, legal, cultural and economic disparities based on gender. Such an approach will focus on providing reproductive health services for poor and disadvantaged women, while seeking to improve their ability to earn income and obtain credit. Other priority areas for UNFPA will include IEC efforts to eliminate all forms of discrimination against the girl child,

eliminate traditional harmful practices against girls and women, and increase male responsibility for reproductive health and family planning.

105. The scope of activities in the area of population and sustainable development policy should be broadened and linked with efforts in the areas of health, education, family planning, the condition of women, poverty alleviation and the environment - the aim being to make population policy truly an integral part of all other efforts towards sustainable development. This will require support for data collection and analysis, relevant socio-cultural and operations research, the creation and maintenance of relevant databases and support for policy formulation.

106. These activities will be supplemented and complemented by pertinent IEC activities, data collection and analysis, and socio-cultural and operations research. In all of these activities, special attention will be given to gender issues. For example, in the population education activities it supports, UNFPA will focus on changing gender-based stereotypes; in data-collection and analysis activities, the Fund will emphasize the use of gender-sensitive indicators.

107. In order to respond adequately to the challenges contained in the Programme of Action, the Fund proposes to take a number of measures to further strengthen its programming strategies. These measures fall into four broad but closely related areas:

(a) Accelerating the implementation of General Assembly resolution 47/199 and related programming measures, with an emphasis on building up national capacity to undertake national execution of programmes and projects;

(b) Expanding collaboration with and promoting coordination among UNFPA's development partners both within and outside the United Nations system, in particular with Governments and non-governmental organizations;

(c) Sharpening the strategic focus of UNFPA's assistance in line with the goals of the Cairo Conference;

(d) Upgrading the Fund's capacity to deliver its programme and to provide quality services and technical assistance.

108. In order to sharpen the strategic focus of its limited programme funds, the Fund plans to use pertinent goals of the Conference for the year 2015 as a basis for determining the nature of its programme support. For example, in countries that are already close to achieving the goals set forth in the Programme of Action, or have even surpassed them, UNFPA will strategically concentrate its assistance for such countries either on selected issues requiring further attention or on selected geographical areas that lag significantly behind the national average with respect to achieving the goals of the Conference. On the other hand, in countries that show the widest gaps between their present levels and the goals of the Conference, UNFPA will continue to provide assistance for more comprehensive country programmes.

109. Such an approach will allow UNFPA to focus its assistance on the specific needs of a given country, as has been recommended by various reviews of UNFPA's

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programme. It will also enable the Fund to target its financial support to components directly related to the population package as defined in the Programme of Action of the Conference.

V. FROM CAIRO TO BEIJING

110. The Cairo Conference emphasized the centrality of women. It recognized clearly that the empowerment of women was an important end in and of itself and that the goal of sustainable human development would be reached only with the full and equal participation of women in all aspects of the development process. The Conference resoundingly endorsed the full participation and partnership of women and men in sharing family and household responsibilities.

111. At Cairo, women were visible and their voices were heard. The Programme of Action mainstreams women throughout its 16 chapters and devotes one entire chapter to gender equity and the empowerment of women; principle 4, contained in chapter 2, states:

> "Advancing gender equality and equity and the empowerment of women, and the elimination of all kinds of violence against women, and ensuring women's ability to control their own fertility, are cornerstones of population and development-related programmes. The human rights of women and the girl child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in civil, cultural, economic, political, and social life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex, are priority objectives of the international community."

112. As one of its principal preparatory activities for the Fourth World Conference on Women, to be held at Beijing in September 1995, UNFPA is fully committed to ensuring that the relevant portions of the Programme of Action of the International Conference on Population and Development are integrated into the Platform for Action of the Fourth World Conference on Women. UNFPA, in its advocacy and action programmes, will thus focus particular attention on achieving the quantitative goals of the Programme of Action of the International Conference on Population and Development, many of which directly pertain to the aims of the Beijing Conference, namely, the reduction of maternal, infant and child mortality; the provision of universal access to education, particularly for girls; and the provision of universal access to a broad range of quality reproductive health care and family planning services.

113. As part of its preparations for the Beijing Conference, UNFPA has been active at the interregional, regional and country levels. The Fund has participated in the various expert group meetings and, in particular, has provided funding to the United Nations Conference on Trade and Development to organize an Expert Group Meeting on Women in Development in the Least Developed Countries. UNFPA has also supported the Women's Feature Services, a news network, to enable it to undertake special initiatives focusing on the Beijing Conference.

114. At the regional level, UNFPA has been represented by senior staff from headquarters and field offices at all the regional preparatory meetings. In recognition of the importance of the participation of non-governmental organizations, UNFPA has provided assistance to members of women's non-governmental organizations to enable them to take part in those regional meetings. In connection with the regional meetings of the Economic Commission for Europe and the Economic Commission for Africa, UNFPA extended funding to the Commonwealth Medical Association to conduct a round table on women's reproductive health.

115. At the country level, UNFPA country directors have been working with national committees and local women's groups, making information materials available and providing funding to enhance their capacity to take part in the Beijing process.

116. During the coming months, UNFPA will intensify its activities in support of the Beijing Conference. As part of its awareness-creation activities, the Fund's 1995 State of World Population report will focus on the empowerment of women. The initial section of this report will consider in some detail the path from Cairo to Beijing. UNFPA will continue providing technical and financial support to the Statistical Division of the United Nations Secretariat for the updated edition of The World's Women, 1970-1990: Trends and Statistics, which is one of the official documents of the Beijing Conference.

117. The Executive Director has taken a number of steps to facilitate the process for the Fourth World Conference on Women. For example, she has seconded a senior staff member to the secretariat of the Conference and has arranged a number of briefings between that secretariat and the secretariat of the Cairo Conference.

118. UNFPA is fully committed to promoting gender equality, equity and the empowerment of women. The Cairo Conference made remarkable progress in this direction. UNFPA is confident that the Fourth World Conference on Women will build upon and amplify this progress.

Notes

1/ Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (A/CONF.171/13 and Add.1), chap. I, resolution 1, annex.

2/ Official Records of the Economic and Social Council, 1991, Supplement No. 13 (E/1991/34), annex I.

3/ Ibid., 1993, Supplement No. 15 (E/1993/35), annex I.

4/ Ibid., 1985, Supplement No. 11 (E/1985/32), annex I; ibid., 1986, Supplement No. 9 (E/1986/29), annex I; ibid., 1987, Supplement No. 12 (E/1987/25), annex I; ibid., 1988, Supplement No. 9 (E/1988/19), annex I; ibid., 1990, Supplement No. 9 (E/1990/29), annex I; and ibid., 1993, Supplement No. 15 (E/1993/35), annex I.

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INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT: FOLLOW-UP ACTION TO BE TAKEN BY THE UNITED NATIONS: IMPLICATIONS OF THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT FOR THE WORK PROGRAMME ON POPULATION

Implications of the recommendations of the International Conference on Population and Development for the work programme on population

Report of the Secretary-General

SUMMARY

The present report has been prepared in response to General Assembly resolution 49/128 and in accordance with Economic and Social Council decision 1994/227. The report provides an overview of the results of the International Conference on Population and Development, which took place in Cairo from 5 to 13 September 1994, and its implications for the work programme on population of the Department for Economic and Social Information and Policy Analysis. The report consists of three sections. Section I contains a brief summary of the substantive results of the Conference that are of major significance for the activities in the population programme of the Department. Section II examines the programmatic implications of the results of the Conference for the medium-term plan of work of the Department in the field of population. The institutional implications of the Conference recommendations for the United Nations are considered in section III.

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* E/CN.9/1995/1.

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INTRODUCTION

1. In accordance with Economic and Social Council decision 1994/227 of 14 July 1994, the Population Commission will consider at its twenty-eighth session follow-up action to be taken by the United Nations on the International Conference on Population and Development and will review the implications of the recommendations of the Conference for the work programme on population. Similar action was taken by the Population Commission on the reviews of the 1974 and the 1984 population conferences. 1/

2. In 1974, the General Assembly requested the Population Commission, at its eighteenth session, in 1975, to report to the Economic and Social Council on "the implications of the World Population Conference, including the implications for the Population Commission itself" (resolution 3344 (XXIX), para. 10). For that purpose, however, no particular document was prepared by the Secretariat. Instead, the Commission convened a working group, composed of seven member States (open also to other interested members), that selected the items for discussion. As a result of the deliberation, the Council decided to enlarge the mandate of the Commission to include the biennial monitoring of population trends and policies and the quinquennial review and appraisal of the Plan of Action, as part of the regular functions of the Commission.

3. Ten years later, the General Assembly invited the Commission, at its twenty-third session, in 1985, "to review, within its area of competence, the recommendations of the Conference and their implications for the activities of the United Nations system, and to transmit its views" to the Council (resolution 39/228, para. 11). A report of the Secretary-General reviewing the implications was prepared (E/CN.9/1985/2). The discussions at the Commission dealt with the substantive contributions of the Conference and its programmatic and institutional implications. The Council reaffirmed, among other things, the role of the Commission "as the principal intergovernmental body to arrange for studies and advise the Council" on population matters and requested the preparation of reports on the monitoring of multilateral population assistance and an overview of population activities within the United Nations system (resolution 1985/4, paras. 1 and 7). Subsequently, in its resolution 1986/7, the Council also requested reports on the activities of intergovernmental and non-governmental organizations related to the implementation of the Plan of Action.

4. At its twenty-fifth session, the Population Commission discussed the possibility of holding an intergovernmental conference on population to be convened in 1994. A report of the Secretary-General indicating some alternatives was submitted to the Commission (E/CN.9/1989/4). The Council endorsed the Commission's conclusion that a conference would be the best option and the suggestion that the 1994 conference should assess the progress made and identify the obstacles encountered in achieving the goals and objectives of the World Population Plan of Action. The Council, in its resolution 1989/91, designated the Population Commission, meeting with the participation of all member States, as the Preparatory Committee for the Conference. 2/ Two years later, the Council, in endorsing the views of the Commission, further specified that the Conference should contribute to the review of the progress made towards

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achieving the goals of the World Population Plan of Action, increase awareness about population and development issues and adopt new courses of action (resolution 1991/93).

5. The Council designated the then Department of International Economic and Social Affairs and the United Nations Population Fund (UNFPA) as the two lead organizations in charge of the preparations for the Conference. UNFPA, in consultation with the Department, was responsible for coordinating the overall preparations, and the Department, in consultation with UNFPA, was responsible for coordinating the substantive aspects of the preparations, which included the convening of six expert group meetings, preparing the report on the review and appraisal of the World Population Plan of Action, and the formulation of the draft recommendations of the Conference. 3/ The preparatory work was characterized by extensive collaboration among the different units, bodies and organizations of the United Nations system, particularly between UNFPA and the Department. It should be noted that the five regional population conferences, which were convened to provide regional perspectives to the preparatory work for the Conference, were organized by the United Nations regional commissions and UNFPA. In addition, other preparatory activities initiated by some States and non-governmental organizations, such as round tables, lectures, town-hall meetings and colloquia, were convened with the participation of the secretariat of the Conference.

6. The International Conference on Population and Development, hosted by the Government of Egypt, took place in Cairo from 5 to 13 September 1994. It was the fifth population conference organized under the auspices of the United Nations. While the first two conferences (Rome in 1954 and Belgrade in 1965) were mainly technical meetings aimed at exchanging scientific information, the World Population Conference, which was held in Bucharest in 1974 and was the first global intergovernmental conference on population, adopted the World Population Plan of Action. The Plan of Action was reviewed and complemented by a set of recommendations for its further implementation as a result of three quinquennial reviews and appraisals, the second of which was facilitated by the deliberations at the International Conference on Population held at Mexico City in 1984. The Cairo Conference represented a major contribution to a better understanding of population and development issues, and the consensus built around what has to be done constitutes an important achievement and owes much to the substantive approach and the terminology negotiated and accepted by the international community at the two previous intergovernmental population conferences. On the basis of the experience gained in the past two decades, the Conference convened in Cairo adopted a Programme of Action as a new intergovernmental instrument aimed at guiding national and international action in the area of population and development during the next 20 years. 4/

7. The General Assembly, in its resolution 49/128 of 19 December 1994, took note of the report of the Cairo Conference and endorsed its Programme of Action. In the same resolution, it was decided that the General Assembly, the Economic and Social Council and a revitalized Population Commission shall constitute a three-tiered intergovernmental mechanism that will play the primary role in the follow-up to the implementation of the Programme of Action (para. 23); that the Commission shall be renamed the Commission on Population and Development (para. 24); that it will monitor, review and assess the implementation of the

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Programme of Action (para. 23 (c)); that it shall meet on an annual basis (para. 25); and that the Economic and Social Council, at its substantive session of 1995, shall review the Commission's terms of reference, mandate and composition (paras. 26 and 27). Furthermore, in the same resolution, the General Assembly invited the Commission, at its twenty-eighth session, to review the Programme of Action and its implications and to transmit its views to the Economic and Social Council at its substantive session of 1995 (para. 34). In its resolution 49/127, the General Assembly requested the Secretary-General to prepare, in consultation with all States and relevant international and regional organizations, a report on international migration and development, including the possibility of convening a United Nations conference on international migration and development.

8. The present report has three sections. Section I is devoted to the substantive contributions of the Conference that are of major significance from the point of view of the research and technical cooperation programme of the Department for Economic and Social Information and Policy Analysis. Section II concentrates on the implications of the Conference for the work programme on population of the Department. The institutional implications of the recommendations of the Conference are considered in section III.

I. SUBSTANTIVE RESULTS OF THE CONFERENCE

A. Principles

9. The Cairo Conference reaffirmed fundamental international human rights and principles relating to population and development. Particular attention was given to the basic principles contained in the World Population Plan of Action. The Programme of Action contains a set of 15 principles that provide a careful balance between the recognition of individual human rights and the right to development of nations. The set of principles is preceded by a mindful statement affirming that the implementation of the Programme of Action is the sovereign right of every country, consistent with national laws and development priorities, with full respect for the various religious and ethical values and cultural backgrounds of its people, and in conformity with universally recognized international human rights. This formulation was a reaffirmation of one of the key principles of the 1974 Plan of Action.

10. The principles maintain that human beings are at the centre of sustainable development and that all human beings are born free and equal in dignity and rights. The right to development is recognized as a means to facilitate the enjoyment of all human rights. In addition, the Programme of Action clearly states that the lack of development should not be invoked to justify the curtailment of internationally recognized human rights. Furthermore, the Programme of Action reiterates, with strong emphasis, that all human rights violations and discrimination, especially all forms of coercion, must be eliminated and that population policies and programmes should avoid the use of any form of coercion.

11. The Programme of Action also reaffirms the principle that all couples and individuals have the basic right to decide freely and responsibly the number and

spacing of their children and to have the information, education and means to do so. Other principles refer to critical issues in the area of population and development, such as gender equity and equality, the empowerment of women, the integration of population into sustainable development, poverty eradication, access to reproductive health care and family planning, the role of the family, the right to education, the situation of children, the rights of migrants and refugees, and the needs of indigenous people.

12. The new concept of "empowerment of women" as well as the advancing of gender equality and equity appears in the Programme of Action as one of its principles. The Cairo Conference was able to bring out the women's perspective in relation to all relevant population and development concerns. An indicator of this particular emphasis is reflected by the fact that out of the 243 recommendations for action contained in the Programme of Action, approximately one third explicitly mention women or girls.

B. Objectives and goals

13. The Programme of Action adopted a set of prominent population and development objectives and goals that are both qualitative and quantitative and are mutually supportive. Some of those objectives refer to the attainment of sustained economic growth in the context of sustainable development; reaching gender equity and equality; facilitating the demographic transition in countries where there is an imbalance between demographic rates and social, economic and environmental goals, thus contributing to the stabilization of the world population; and ensuring that all social and economic development policies are fully responsive to the diverse and changing needs and to the rights of families and their individual members. In addition to those broad objectives, the document has a large number of more specific objectives corresponding to the extensive and diverse nature of the issues included in the Programme of Action.

14. The goals that were adopted at the Cairo Conference are of critical importance for the attainment of the objectives of the Programme of Action. Those goals, which are mutually reinforcing, include the following:

(a) To achieve universal access to primary education as quickly as possible and, in any case, no later than 2015;

(b) To achieve universal access to reproductive health care and family planning as soon as possible and, in all cases, no later than 2015;

(c) To reduce infant and under-five mortality rates by one third, or to 50 and 70 per 1,000 live births, respectively, whichever is less, by the year 2000; by 2005, countries with intermediate mortality should strive to reach an infant mortality rate below 50 deaths per 1,000 live births and an under-five mortality rate below 60 deaths per 1,000 births. By 2015, all countries should aim at achieving an infant mortality rate below 35 per 1,000 live births and an under-five mortality rate below 45 per 1,000;

(d) To reach a life expectancy at birth greater than 70 years by 2005, and greater than 75 years by 2015; countries with higher levels of mortality should aim at attaining a life expectancy at birth greater than 65 years by 2005 and greater than 70 years by 2015;

(e) To reduce maternal mortality by one half of the 1990 levels by the year 2000 and a further half by 2015. Countries with intermediate levels of mortality should aim to achieve a rate below 100 per 100,000 live births by 2005 and below 60 per 100,000 by 2015. Countries with the highest levels of mortality should strive to achieve rates below 125 per 100,000 by 2005 and below 75 per 100,000 by 2015.

C. Clusters of issues

15. The Economic and Social Council decided that the Conference should concentrate on six clusters of issues that were identified as requiring the greatest attention: (a) population growth and demographic structure; (b) population policies and programmes; (c) population, environment and development; (d) population distribution and migration; (e) population and women; and (f) family planning, health and family well-being. 5/

1. Population growth and demographic structure

16. In addition to addressing challenges resulting from population growth and demographic structures, the Programme of Action stresses other issues such as the ageing of the population and the regional diversity of such changes, with particular emphasis on the interaction between demographic variables and socio-economic development. For example, the Programme of Action recognizes that the momentum built into the age structure of most developing countries will result in continued growth well into the next century.

17. Another major interest of the Conference was the recognition that the majority of countries are converging towards a pattern characterized by low fertility and mortality. One of the objectives of the Programme of Action is to facilitate the demographic transition, which will contribute to the stabilization of the world population. Nevertheless, countries are completing their demographic transition at different speeds, thus displaying a large mosaic of varied demographic situations. For example, specific demographic characteristics that used to accompany distinctive configurations of social and economic development are less common than in the past; in some cases, fertility declines have not been accompanied by improvements in the standard of living of their populations.

18. The simultaneous alteration of levels of mortality and fertility have also modified the age structure of populations. The persistence of high fertility levels with declining mortality has produced a relatively large proportion of children and young people in the populations of developing countries. Declines in fertility, reinforced by further declines in the levels of mortality, have increased the proportion and number of elderly persons, which is the case in the majority of the developed regions. The Conference produced a series of specific measures to deal with those trends. Of particular interest is the increasing use of the concept of solidarity between and within generations, and the growing

recognition of the valuable contribution that the elderly can make to families and society.

19. In contrast with the World Population Plan of Action, the Programme of Action gives particular attention to two other groups that received little attention in the past. The Cairo Conference recognized that indigenous people have a distinct and important perspective on the way population, the environment and the process of development are interrelated and that not only their neighbours within their national boundaries but also the world may benefit from analysing such perspectives. The second group that received particular recognition for the first time is the group of persons with disabilities; the Programme of Action recognizes their contributions and needs and puts special emphasis on ensuring the realization of their human rights.

2. Population policies and programmes

20. While at the time of the Bucharest Conference few countries had adopted population policies, 20 years later, at the time of the Cairo Conference, a large proportion of developing countries (more than 75 per cent) had a national development plan or strategy currently in effect. In addition, two thirds of the Governments had reported to have at least one agency for formulating or coordinating population policies and a unit for taking into account population variables in development planning within the central planning or programming agency.

21. Because of the interrelationship between population and development, it is more widely recognized that not having an explicit population policy is also a policy, because policies of non-intervention also affect demographic variables. In this respect, the Programme of Action reaffirms the importance of identifying the demographic impact of cultural, social, political and economic variables.

22. The Conference also emphasized that population policies require a strong political commitment at the highest level and that local communities, the private sector and non-governmental organizations should participate in their formulation, implementation, monitoring and assessment. In this respect, it appears that the role of the public sector has evolved from one of being the only locus of policy-making to a new position of coordinator, "team-leader" or catalyser amid many actors and interests. Along this line, the concept of "development planning" is being replaced by other terms such as "formulation of development strategies" and "programming". Nevertheless, countries continue to have strong public sectors and an increasing number of them have offices or units where population considerations are taken into account when development strategies are discussed and adopted.

23. Related to this evolution, population policies are also evolving from strong macro-social perspectives, where the use of incentives and disincentives are widely recommended to achieve specific quantitative demographic targets to new policies that refer to smaller units (e.g., couples, the family or the community) and pay particular attention to individual rights and the quality of services. This new trend has given particular emphasis to the condition of

women, their rights and aspirations and to measures aimed at achieving gender equality and equity.

24. The Conference echoed the importance that national Governments and the international community are increasingly giving to non-governmental organizations, the private sector and local communities in various areas, including population. This view represents a major evolution from the 1974 (Bucharest) call to Governments to utilize the support of non-governmental organizations, to the 1984 (Mexico City) encouragement of their innovative activities and the drawing upon their experience, to the view of full partnership with the non-governmental sector as expressed in the Programme of Action. Non-governmental organizations participated in all the steps of the preparatory process (expert group meetings, regional conferences and informal consultations) and more than 1,200 non-governmental organizations were accredited to the Conference.

25. Another topic that received particular emphasis in the discussions around this cluster is the mobilization of resources for developing countries, at the international and national levels. The Conference noted that approximately two thirds of the costs of population programmes in the group of developing countries are being covered by the countries themselves.

3. Population, environment and development

26. The Programme of Action reaffirms the strong linkages between population, sustained economic growth and sustainable development, and recognizes that countries around the world manifest a wide variety of population and development issues. The Programme of Action emphasizes the need for harmonizing population trends and patterns of development, including reducing and eliminating unsustainable patterns of production and consumption. Sustainable development aims at increasing the standard of living of the current population, while at the same time not jeopardizing the needs of future generations.

27. The topic of integrating population and development strategies, which was mentioned in Bucharest in 1974 and was emphasized in Mexico City in 1984, received strong reaffirmation in Cairo. Nevertheless, the preparatory work indicated little progress made in this area. Two major reasons have been identified in this respect. First, it is important to recognize that although economic, environmental and demographic processes are inextricably interrelated, the extent of their reciprocal impact varies according to the ecological, socio-cultural and political setting where such processes take place. Secondly, the magnitude of such interrelationships has not been sufficiently documented to facilitate the acceptance of indisputable conclusions.

28. The concept of sustainable development, understood as development that implies long-term sustainability in production and consumption, gained wider recognition, particularly after the United Nations Conference on Environment and Development. 6/ This approach to the process of development accommodates demographic concerns and requires their integration into development strategies. In this sense, population policies are viewed as important instruments of a general strategy for development. The Programme of Action contains a great

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number of references to sustainable development and derived concepts such as unsustainable patterns of production and consumption; sustainable management of natural resources; sustainable development policies; sustainable regional development strategies; and sustainable rural employment opportunities.

29. Another topic that received major attention was the relationship between population, sustained economic growth and poverty. The Programme of Action affirms that slowing population growth has a considerable positive impact on the quality of life. Concurrently, sustained economic growth is essential to eradicate poverty. Eradication of poverty will contribute to achieving early population stabilization. In this sense, achieving economic progress, improving environmental protection, and reducing unsustainable consumption and production patterns are mutually reinforcing.

30. In relation to environmental issues, the Programme of Action reaffirms the principles of Agenda 21 adopted at the United Nations Conference on Environment and Development. The Programme of Action stresses that rapid population growth, inadequate patterns of migration and spatial distribution of the population may cause or exacerbate environmental degradation and resource depletion and thus inhibit sustainable development.

4. Population distribution and migration

31. The Programme of Action provides a more comprehensive treatment of the issues related to both internal and international migration than its predecessors. A new topic is the need to pay attention to internally displaced persons, either because of environmental degradation or armed conflicts in the place of origin or owing to forced resettlements.

32. The process of urbanization, which at the time of the 1974 Conference was perceived as characterized by a number of adverse factors, was recognized in Cairo to be a major force of social change, amplifying the view already expressed in the 1984 Conference. While such a view represents a major shift, in relation to the measures needed to rationalize the process where it is taking place in a rapid and disruptive manner, the Programme of Action repeats the set of measures that were agreed upon on previous occasions, namely, to encourage the growth of small and medium-sized cities, to foster the development of rural areas and to decrease the disequilibrium between rural and urban places.

33. In relation to the large urban agglomerations, which in some cases dominate the urban network and could be properly labelled "mega-cities", it was recognized that in many developing countries they represent the most dynamic centres of cultural and economic activity. This recognition represents a major shift from the views prevailing 10-20 years ago that focused on the need to control growth. The new emphasis is rather being put on increasing the needed managerial capacity and competence to deal with adverse factors. Specific measures include strengthening the capacity of local governments for land management and promoting effective environmental management (including water, waste and air management, and sound energy and transport systems).

34. International migration is increasingly perceived as a consequence of the stronger interdependence of nations, and the Programme of Action affirms that migration can have positive impacts on both communities of origin and destination when it is orderly; in those circumstances, migration can facilitate the transfer of skills and contribute to cultural enrichment. Although more modulated than in the past, the thrust of the new recommendations is mostly directed at "making the option to remain in one's country a viable one for all people". The various means listed, such as alleviation of poverty, democratization, good governance and the prevention of environmental degradation, are actions that should be taken irrespective of their effects on migration. It is recognized that the economic situation of countries of emigration will improve in the future only gradually and that migration flows will continue in the short to medium term. Taking this view into account, the Programme of Action calls for countries to allow certain forms of temporary migration. A strong stand is made on the rights of documented migrants and their integration, in particular through naturalization. It is also recommended that family reunification be integrated into national legislation.

35. With respect to undocumented migration, the Programme of Action underscores the need for cooperation between countries of origin and destination, particularly in identifying the causes of such flows, and new considerations include the need to adopt sanctions against those who organize undocumented migration. The right to seek asylum is validated and the principle of non-refoulement is emphasized. Although the need to find durable solutions to the plight of refugees is recognized and reaffirmed, Governments are also called upon to provide at least temporary protection to refugees and displaced persons.

5. Population and women

36. In 1974, the Bucharest Conference included recommendations on the improvement of the condition of women as part of the strategies to influence the levels of fertility; 10 years later, the Mexico City Conference adopted a number of recommendations that were included in a separate chapter, emphasizing that the improvement of women's status was an end in itself, independent of demographic considerations. The Programme of Action goes further, devoting a chapter to the topic of gender equality, equity and empowerment of women, and stressing gender issues throughout the document. Furthermore, one of its prominent principles refers to advancing gender equality and equity.

37. Recommended actions include, among others, ensuring the full participation of women in development efforts, establishing mechanisms for women's equal participation and equitable representation at all levels of the political process and public life; promoting women's education, skill development and employment; and taking positive steps to eliminate all practices that discriminate against women, adolescents and girls. In addition, development interventions should take better into account the multiple demands on women's time, with greater investments made in measures to lessen the burden of domestic responsibilities, and with attention to laws, programmes and policies that will enable employees of both sexes to harmonize their family and work responsibilities. Recommendations in the area of reproductive health, including family planning, stress measures to improve the ability of services to respond

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to women's needs and to involve women fully in all aspects of programme management and policy-making.

38. The Programme of Action also recognizes men's key role in bringing about gender equality and equity. Recommendations deal with actions to promote equal participation of women and men in all areas of family and household responsibilities, including, among others, responsible parenthood, sexual and reproductive behaviour, prevention of sexually transmitted diseases, and shared control of and contribution to family income and children's welfare. The Programme of Action also proposes a range of actions aimed at eliminating discrimination against the girl child and eliminating the root causes of son preference. Countries are urged to take full measures to eliminate all forms of exploitation, abuse and violence against women and girls, including rape in the context of war and "ethnic cleansing", to prohibit female genital mutilation, and to prevent infanticide and prenatal sex selection, among other things.

6. Family planning, health and family well-being

39. These topics are covered in three major chapters of the Programme of Action: reproductive rights and reproductive health; health, morbidity and mortality; and the family, its roles, rights, composition and structure (without mentioning the reference made to those topics in other chapters). The centrality of those issues in the Programme of Action is coupled with precise financial requirements and specific goals to be achieved at exact dates. Such centrality gives the impression that the blueprint for action that will emerge in the coming years is centred on reproductive health and, in particular, family planning.

40. One of the major contributions of the Programme of Action has been the introduction of the concepts of reproductive rights and reproductive health, thus broadening the scope of family planning. Reproductive health is defined as a state of complete physical, mental and social well-being in all matters relating to the reproductive system and to its functions and processes. It includes, among other things, family planning, sexual health, freedom of choice and the recognition of the right to be informed and to have access to safe, effective, affordable and acceptable family planning and health-care services. Reproductive rights refers to certain internationally recognized rights such as the freedom of couples and individuals to decide on the number and spacing of their children.

41. Family-planning programmes are presented as a means of facilitating the exercise of reproductive rights. As noted above, the Cairo Conference set the goal of universal access to reproductive health care and family planning as soon as possible, and in all cases, by the year 2015. Other actions include steps to help women avoid abortion, which in no case should be promoted as a method of family planning. Particular emphasis was put on the quality of such services. The Programme of Action also stresses the needs of adolescents with regard to sexual and reproductive health, including unwanted pregnancies and sexually transmitted diseases.

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42. The Conference also emphasized the issues of morbidity, mortality, primary health care and the health-care sector. The Programme of Action contains observations and actions addressing child survival, women's health and safe motherhood, and specific actions on means to prevent, reduce the spread of and minimize the impact of human immunodeficiency virus (HIV) infection. As was mentioned above, the Programme of Action has adopted a set of quantitative goals to be achieved in reducing infant, child and maternal mortality during the period up to 2015.

43. The family was another major subject stressed in the Programme of Action and the Conference reaffirmed that the family is the basic unit of society, although it also recognized the variety of processes of rapid demographic and socio-economic changes that have affected the formation of families, their lifestyles and their structure and composition. The set of actions recommended in Cairo and at other preparatory meetings aimed at achieving the contents of the motto of the International Year of the Family: "building the smallest democracy at the heart of society".

II. IMPLICATIONS FOR THE WORK PROGRAMME ON POPULATION

44. The current medium-term plan of the work of the Population Division covers the period 1992-1997. It was reviewed by the Population Commission at its twenty-fifth session, in February 1989, 7/ and was modified in 1992 to reflect the restructuring of the economic and social sectors of the Secretariat. The programme elements of the current medium-term plan were prepared taking into account the priorities set by the World Population Conference in 1974 and the recommendations of the International Conference on Population in 1984. Nevertheless, it is important to recognize that the medium-term plan was prepared also taking into account that in 1994 a population conference would take place and that it was difficult at that moment to anticipate the magnitude and scope of the recommendations of the Conference that would affect the current programme of work. The Population Commission, after reviewing the results of the Conference, may wish to recommend changes in the medium-term plan. The following subsections are presented along the lines of the five subprogrammes of the population programme of the United Nations.

A. Analysis of demographic variables at the world level

45. The objective of this subprogramme is to produce scientific assessments of levels and trends of demographic variables, such as fertility, morbidity and mortality, urbanization, and internal and international migration, all of which affect the population size, the rate of growth, and the age and sex structure of the population. The Programme of Action calls for strengthening information networks dealing with demographic and socio-economic data, and for providing information desegregated by gender, geographical area, ethnicity and social and economic characteristics. The subprogramme also gives special consideration to gender issues and to some aspects of the family as they are related to the analysis of demographic variables.

1. Fertility

46. The Conference gave a prominent role to those aspects related to reproductive health, including family planning, and the largest number of recommendations for data collection, research and analysis are in those areas. The current subprogramme in this area already covers many of the items recommended in the Programme of Action, such as identifying new and emerging patterns of fertility and family-planning practice, the study of their determinants and linkages to the status of women and the changing conditions of families. Of particular importance was the Conference recommendation on the development of indicators for monitoring and evaluation of reproductive health programmes and services, including assessment of quality of services. Male responsibility in family planning and the needs of adolescents are also equally emphasized in the recommendations.

2. Mortality

47. In the area of mortality, the medium-term plan includes the study of trends and changing causes of mortality differences. Particular emphasis has been given to the analysis of the relationships between mortality differences with the status of women; an example is the study being undertaken on "excess female child mortality". In this respect, the current programme of work is consistent with the recommendations of the Programme of Action and will be strengthened by incorporating the monitoring of mortality levels and trends in adult ages.

3. Urbanization and internal migration

48. In relation to urbanization and population distribution the medium-term plan refers to some specific areas of research. Recent activities include the study of the concentration of urban population in a number of very large metropolitan areas or mega-cities. Work in this programme element may be expanded to accommodate the increased interest in the relationship between sustainable development and rapid urbanization.

49. The study of the determinants of population distribution and urbanization requires the analysis of internal migration trends and policies. This area of work may be further strengthened in the current medium-term plan, particularly in regard to its contribution to urban growth in developing countries. The analysis of national experiences in reorienting migration flows is another topic for possible future expansion.

4. International migration

50. In the area of international migration, current activities concentrate on the monitoring of levels and trends (documented, undocumented and refugee movements). This topic was an issue of major importance at the Cairo Conference. The Programme of Action calls for efforts in the areas of data collection and analysis, comparability of data, dissemination of information and development of estimation methods. The current programme may include those

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concerns as well as other requests to contribute to the identification of the "root causes" of migration and the processes that sustain those movements over time. Activities may be expanded to include the contribution of the subprogramme to the request made by the General Assembly to the Secretary-General to prepare a report on international migration and development, including aspects related to objectives and modalities for the convening of a United Nations conference on international migration and development (Assembly resolution 49/127, para. 2).

B. World population projections

51. World population estimates and projections and demographic change is another area recommended by the Cairo Conference. Under this subprogramme, the United Nations prepares the official United Nations population estimates and projections for countries, their urban and rural areas, and their major cities for all countries and areas of the world. These population estimates, and corresponding demographic indicators, provide the standard and consistent set of population figures that are used throughout the United Nations system as the basis for activities requiring population information as an input. In particular, these population and demographic figures are used by the specialized agencies and other units of the system to prepare sectoral-specific estimates and projections such as labour force, school enrolment and literacy, agriculture and household size. Work under this subprogramme also includes the demographic impact of HIV/AIDS. In this respect, the current programme of work is also consistent with the recommendations of the Cairo Conference.

52. A careful review of the Programme of Action shows the central role of estimates and projections of population and underlying demographic variables. From the Preamble to the sections on bases for actions and objectives, the document is solidly based on quantitative information. The basic background and the numerical goals set out are based on the population and demographic estimates prepared by the United Nations under this subprogramme. The emphasis given by the Conference to the monitoring of demographic change and the level of achievement of goals calls for strengthening efforts for careful and specific estimation of country-specific demographic trends and expansion of demographic estimation and projections into new areas such as child mortality.

C. Population policy and socio-economic development

1. Population and development

53. One of the objectives of the subprogramme is to analyse the consequences of population levels and trends that affect socio-economic development and environmental conditions; particular attention is to be paid to ageing and the changing age structure of the population. The Conference and its preparatory process reiterated the importance of integrating population and environmental and development concerns, and the Programme of Action suggests that research on population and development should include in particular two critical components: the population/poverty nexus and the interrelationship between population and the environment. While research on the interrelationship between population and

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the environment is encouraged in a broad manner, emphasis is nevertheless put on selected geographically defined areas such as ecologically fragile ecosystems and urban agglomerations. It is also emphasized that environmental degradation is one aspect of the multidimensional problem of poverty in developing countries. Finally, the document calls for research on the global issue of production and consumption patterns vis-à-vis population growth.

2. Population policy

54. The second objective of this programme is to analyse the effectiveness of population policies. The current programme of work is concentrated on the monitoring of policies affecting population growth, fertility, mortality and internal and international migration. Important work is also being done on the implications of the process of urbanization and the growth of large metropolitan areas. The results of the United Nations Population Inquiry among Governments (the seventh of which is in the process of being analysed), along with other information contained in the Population Policy Data Bank maintained by the Population Division, provide the material needed for preparing biennial monitoring reports on population policies. The Programme of Action suggests a substantial number of research topics in the area of population policies and many of the recommended subjects can be accommodated in the current programme of work.

D. Monitoring, review and appraisal, coordination and dissemination of population information

55. The purpose of this subprogramme is to assess and disseminate information on the world demographic situation; to monitor, biennially, population trends and policies at the national level; and to review and appraise, quinquennially, the level of success in achieving the goals and objectives of the World Population Plan of Action. The Plan of Action indicates that the monitoring shall be a specialized activity of the United Nations and the review and appraisal shall be undertaken by the United Nations system. During the past two decades both activities have been carried out by the Population Division of the Secretariat with the collaboration of all relevant units, bodies and organizations of the United Nations system. After the Mexico City Conference, the Economic and Social Council decided that periodic reports on the monitoring of multilateral population programmes shall be part of the monitoring system; since 1987, UNFPA, on behalf of the Secretary-General, has been responsible for the preparation of those biennial reports of the Secretary-General. In relation to the review and appraisal, the Secretariat has prepared four reports; the fourth of such reports (A/CONF.171/PC/3), which covered the period since the adoption of the Plan of Action in 1974 in Bucharest, served as one of the basic sources of information for the deliberations of the Preparatory Committee and for the Conference as it identified major achievements, deficiencies, lessons to be learned and the emergence of new issues. A discussion on the implications of the Cairo Conference is presented in the last section of that report.

56. This subprogramme also includes two other important elements, namely, the publication and dissemination of the main results of the activities of the

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population programme and the coordination of population information activities through the Population Information Network (POPIN). Improved technology, especially during the past few years, has greatly expanded both the nature and the extent of the dissemination of the results of this programme. In addition to the publication of a vast array of studies, reports, bulletins, newsletters and wall charts, population information is increasingly being distributed electronically. An important consequence of these technological improvements has been a dramatic increase in the demand for such information and services.

57. POPIN consists of interrelated networks of population institutions in Africa, Asia, Latin America and the Caribbean and Northern America; plans are also under way for the creation of such networks in Europe and Western Asia. Consistent with the objectives of the Programme of Action, POPIN aims to increase awareness, knowledge and understanding of population-related issues at all levels of society. In particular, the regional networks affiliated to POPIN are working towards harnessing the tremendous potential of print, audiovisual and electronic media, including databases and networks, to disseminate technical information and to promote and strengthen understanding of the relationships between population, consumption, production and sustainable development. Use of new electronic information technologies is expected to bring about a multifold increase in the availability of population information world wide. In view of the emphasis on population information in the Programme of Action, POPIN will need to strengthen and expand its efforts in the area of information dissemination so as to facilitate equitable access to population information for all audiences and to support the implementation of the Programme of Action.

E. Technical cooperation

58. This subprogramme contemplates the provision of technical assistance in all of the above-mentioned areas. The Conference made reiterated calls for increased technical cooperation and invited the United Nations system to strengthen its programme of work in this area. The Programme of Action not only identifies a large number of areas of assistance but also raises some points which would require further analysis. One of them is the demographic implications of the 20/20 initiative, which will be considered at the World Summit for Social Development; in particular, the relevant question is how and to what extent the restructuring of national budgets would impact on the needs of developing countries for international financial assistance in the field of population and development.

59. In the light of the results of the Cairo Conference and taking into account the modalities recently adopted for the delivery of technical cooperation in the field of population, particularly through the new Technical Support System (TSS) and the strategic planning of country programmes of the Programme Review and Strategic Development country missions of UNFPA, the Population Commission may wish to review the role that the population programme of the United Nations would have in future technical cooperation activities.

F. Closely related work of the Statistical Division

60. The Statistical Division of the Department for Economic and Social Information and Policy Analysis is responsible for activities related to four major areas of demographic and social statistics: (a) preparation of methodological studies on the collection, processing, dissemination and utilization of statistics, including population censuses, sample surveys, and civil registration and other administrative recording systems; (b) collection, compilation and dissemination of international statistics; (c) coordination of international statistical programmes; and (d) technical cooperation in statistics. The objectives of the Cairo Conference in monitoring world population trends will be greatly facilitated by these activities by assisting countries in conducting improved population censuses and disseminating timely census results, and by strengthening their vital statistics system through improved civil registration and other administrative recording systems.

61. The Statistical Division is also the technical secretariat of the Statistical Commission. In 1985, the Statistical Commission designated the period 1985-1994 as the 1990 World Population and Housing Census Decade, with a view to promoting the undertaking of national population and housing censuses. At its twenty-eighth session, in 1995, the Commission also may designate the next 10 years as the 2000 World Population and Housing Census Decade. As mentioned above, the work of the two Divisions and the two Commissions has been complementary and mutually supportive.

III. INSTITUTIONAL IMPLICATIONS OF THE CONFERENCE

62. The Conference affirmed that the success in implementing the Programme of Action would depend on the commitment of national Governments, local communities, the non-governmental sector, the international community and all other concerned organizations and individuals. At the national level, the follow-up to the Programme of Action will be the responsibility of national Governments, and the international community should be prompt in providing assistance for its implementation when invited to participate. At the regional and subregional levels, the Programme of Action invites the United Nations regional commissions and other organizations to participate in the follow-up to the Conference by designing appropriate actions on population and development. At the international level, the Conference made a series of specific suggestions, mainly addressed to the United Nations system.

63. The Conference recommendations contained in the section on activities at the international level may have important institutional implications. The Programme of Action requests some specific actions of various intergovernmental bodies and the Secretary-General. The General Assembly, at its forty-ninth session, initiated a careful study of the report of the Cairo Conference and adopted a series of measures to be taken in response to the requests made in the Programme of Action of the Conference. These measures include the following:

(a) The General Assembly should organize a regular review of the implementation of the Programme of Action, which includes the timing, format and organizational aspects of such review (para. 16.21 of the Programme of Action).

In this respect, the General Assembly, in its resolution 49/128 of 19 December 1994, decided that the primary role in the follow-up of the implementation of the Programme of Action would be performed by a three-tiered intergovernmental mechanism composed of the General Assembly, in its policy formulation role, the Economic and Social Council, in its coordinating role and the revitalized Population Commission, in its role of monitoring, reviewing and assessing the implementation of the Programme of Action (resolution 49/128, para. 23). The General Assembly also decided that the revitalized Population Commission shall be renamed the Commission on Population and Development and that it shall meet on an annual basis, beginning in 1996 (resolution 49/128, paras. 24 and 25);

(b) The General Assembly, during its forty-ninth session, and the Economic and Social Council, in 1995, should review the roles, responsibilities, mandates and comparative advantages of the relevant intergovernmental bodies and organs of the United Nations system addressing population and development (para. 16.25 of the Programme of Action). In resolution 49/128, the Council is requested to review, at its substantive session of 1995, the terms of reference, mandate and composition of the Population Commission, with a view to revitalizing it (paras. 26 and 27);

(c) The Economic and Social Council, as part of this review, should consider the roles of UNFPA and the Population Division regarding the follow-up to the Programme of Action (para. 16.26 of the Programme of Action);

(d) The General Assembly, taking into account the results of the above review, should give further consideration to the establishment of a separate Executive Board of UNFPA (para. 16.27 of the Programme of Action). The General Assembly, during its forty-ninth session, decided to request the Economic and Social Council to consider such possibility at its substantive session of 1995 (General Assembly resolution 49/128, para. 28 (a));

(e) The Council should review the reporting system in the area of population and development, taking into account the follow-up to other international conferences, with a view to establishing a more coherent reporting system (para. 16.24 of the Programme of Action and para. 29 of General Assembly resolution 49/128);

(f) The Secretary-General is invited to consult with relevant bodies of the United Nations system and other financial institutions, agencies and organizations on the requirements for international assistance in the field of population and development (para. 16.28 of the Programme of Action and para. 16 of General Assembly resolution 49/128).

64. In order to facilitate the deliberations of the Commission on the follow-up to the Conference, three sections are presented: a brief historical background of the population programme of the United Nations, a short description of the coordination mechanisms in the field of population and, finally, some considerations on the follow-up to the Cairo Conference.

A. Background of the population programme of the United Nations system

65. The United Nations system is involved in a large variety of population activities that cover a wide range of topics such as data collection, research and analysis, training, dissemination of information, technical cooperation and the provision of financial assistance, monitoring and evaluation of projects and programmes, and the substantive servicing of intergovernmental bodies. More than 20 units, bodies and organizations of the system participate in those activities, within the limits of their mandates and expertise, which are carried out in response to specific requests made by intergovernmental bodies, particularly the General Assembly, the Economic and Social Council and the corresponding governing bodies of the regional commissions, programmes and specialized agencies.

66. Since its early days, the United Nations has been actively involved in the field of population. The initial population activities included, basically, research and analysis and, in this area, the programme accomplished pioneering work in the development of methodologies for demographic analysis and, particularly, in creating awareness of the key role that population variables play in social and economic development. The Population Commission was among the first subsidiary bodies established by the Economic and Social Council. Since its early days, the Commission has provided guidance to the United Nations population programme and, although the best known part of the programme has been its quantitative and methodological work, particularly its authoritative estimates and projections and research manuals, significant work has been accomplished in response to the mandate given to it for arranging for studies and advising the Council not only on the size and structure of populations and the changes therein, but also on "the interplay of demographic factors and economic and social factors" as well as on the "policies designed to influence the size and structure of populations and the changes therein". 8/

67. Since the beginning, strong links have been established with other functional commissions, particularly with the Statistical Commission, in the preparation of guidelines for the collection of demographic data. The Population Division of the now Department for Economic and Social Information and Policy Analysis has been the technical secretariat of the Commission since its inception. With the creation of the regional commissions, population research and analysis also expanded and incorporated the regional dimension into the work of the United Nations. In the early 1960s, the Council, on the recommendation of the Population Commission, requested the Secretary-General to conduct a population inquiry among Governments to obtain their views on the impact of major population variables in their process of development, whether they had adopted policies aimed at modifying those trends, and to ascertain if they would like to request any assistance from the United Nations in those matters. After discussing the results of the inquiry, the Commission recommended the expansion of the population programme of the United Nations and the inclusion of the delivery of technical assistance as a regular activity; the Council then made suggestions to the General Assembly in this respect and the Assembly adopted a resolution authorizing the United Nations and the specialized agencies to provide such assistance. 9/ Subsequently, in July 1967, the Secretary-General announced in his statement to the Economic and Social Council

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the establishment of a special United Nations Trust Fund for Population Activities to supplement resources provided under the regular budget and the United Nations Development Programme (UNDP), in order to allow the United Nations system to broaden its work in the field of population and to expand technical cooperation activities. Initially, the Trust Fund was managed by the United Nations Secretariat, mainly by the Population Division of the then Department of Economic and Social Affairs. In May 1969, as the need for and the resources of the Trust Fund increased, the Secretary-General decided to transfer the responsibility of the Fund from the United Nations proper to UNDP and renamed it the United Nations Fund for Population Activities (UNFPA). The Population Division remained an analytical office, involved not only in research and analysis, but also in the appraisal of project requests received from UNFPA. In 1977, the technical cooperation activities of the Population Division were incorporated in the then recently created Department of Technical Cooperation for Development and, since early 1992, such functions have been given back to the Population Division. However, the substantive work of technical cooperation activities related to population data collection has always been a part of the functions of the Statistical Division.

68. The terms of reference of the Commission remained the same until 1975 when the Council decided that the Commission should also examine the results of the monitoring of the World Population Plan of Action and contribute to the review and appraisal of the Plan. In 1985, after the Mexico City Conference, the Council decided that the monitoring of multilateral population programmes should be part of the monitoring of population activities and that such reports shall be submitted to the Commission. In 1987, the Council made an in-depth study of the United Nations intergovernmental structure and functions in the economic and social fields. For that exercise, the Chairman of the Population Commission consulted with the members of the Commission and transmitted a summary of their views and proposals to the Chairman of the Special Commission in charge of the review. Among the issues raised was the need to amend the mandate of the Commission to include four specific mandates: (a) coordinating population activities in the United Nations system; (b) providing the Governing Council of UNDP/UNFPA with policy guidance on priority population needs; (c) preparing and organizing the follow-up to international conferences convened under the aegis of the United Nations; and (d) making explicit reference to the monitoring of population assistance programmes as one of its regular activities. The adoption of measures to strengthen the scientific and technical capabilities of the Commission was also stressed. The Special Commission considered those proposals but did not take action on them.

69. The work programme on population of the United Nations is an important component of the programme of international cooperation for development at the United Nations. It is organized along four major functions: (a) substantive servicing of intergovernmental bodies (principally, the General Assembly, the Economic and Social Council and the Population Commission); (b) conducting research and analysis and disseminating results; (c) providing technical cooperation; and (d) organizing and coordinating the follow-up to major intergovernmental decisions and gatherings, such as population conferences. At present, the population programme of the medium-term plan refers to the activities of the Population Division of the Department for Economic and Social Information and Policy Analysis.

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B. Coordination mechanisms

70. Supported by General Assembly resolution 2211 (XXI) of 17 December 1966, the specialized agencies established and/or expanded their population activities in response to the increasing demands from Governments. The need for coordination, harmonization and collaboration among the members of the United Nations family led to the creation of inter-agency mechanisms. In 1968, the Administrative Committee on Coordination (ACC) established a Subcommittee on Population to review the mandates and work programmes of its members and to make arrangements for joint activities; the Subcommittee was abolished in 1977 as a result of the restructuring of the economic and social sectors of the United Nations Secretariat. Nevertheless, other coordination mechanisms have been enacted for specific purposes. For example, ACC established as far back as 1967 the Inter-agency Meeting on Demographic Projections. This Meeting has proved to be an efficient instrument of inter-agency collaboration; this mechanism was upgraded to subcommittee status by ACC in 1993. In 1970, UNFPA established the Inter-Agency Consultative Committee (IACC) to discuss the Fund's programmes, policies procedures and coordination issues. IACC and the Subcommittee worked closely and ensured a high level of collaboration. IACC continued to meet regularly through 1978 when UNFPA decided to convene new meetings, when needed, on an ad hoc basis. In 1981, the heads of the United Nations Children's Fund (UNICEF), UNDP, UNFPA and the World Food Programme (WFP) decided to establish the Joint Consultative Group on Policy (JCGP) for the coordination of child survival, family planning and the needs of vulnerable groups in their programmes of work; other areas of collaboration include women and development, training of personnel, and programme collaboration and coordination in Africa (including the sharing of common premises and services). For the Mexico City and Cairo Population Conferences, ACC decided to establish ad hoc task forces to ensure inter-agency collaboration and coordination.

71. Cooperation, collaboration and harmonization at the inter-agency level is a means to achieve mutual support between analytical and operational activities. The analytical activities of the Secretariat have been recognized internationally for their scientific objectivity, ideological neutrality and comprehensive substantive approach to population and development issues. Such activities are not for the purpose of replicating the work done at universities or research centres (although the results of such activities have been widely used as teaching materials). The analytical part of the programme is aimed at helping in the identification of issues, elucidating the complex nature of issues, facilitating a better understanding of such issues, creating the conditions for building consensus about the proper response to such issues and providing guidance to operational activities. The interrelationship between analytical and operational activities is particularly crucial in the field of population. In spite of the highly sensitive and controversial character of population issues, the United Nations has served as a neutral forum to debate openly such issues and to negotiate common strategies. The successful results of five international conferences on population convened by the United Nations since 1954 attest to the success achieved in linking and focusing on a stronger collaboration between analytical skills and operational activities.

72. The Economic and Social Council coordinates the population activities of the United Nations system and in this function is assisted by the Population

Commission. The Council receives periodic reports in the field of population mainly from the Population Commission and from the UNDP/UNFPA Executive Board. In addition to these reports, the regional commissions, other programmes (e.g., UNICEF, the United Nations Environment Programme (UNEP), the United Nations Centre for Human Settlements (Habitat) and the Office of the United Nations High Commissioner for Refugees (UNHCR)), the specialized agencies and other functional commissions (e.g., statistics, sustainable development, women and social development) may include in their reports to the Council matters that are related to the field of population and development.

73. The Population Commission, through its follow-up to the recommendations adopted by various United Nations population conferences, is periodically informed about the work done by the various units, bodies and organizations of the United Nations system, including the World Bank, as well as about the activities of relevant intergovernmental and non-governmental organizations. Representatives of other functional commissions, as well as of the regional commissions, programmes, specialized agencies and intergovernmental and non-governmental organizations participate in various agenda items of the Commission. In this way, the Commission has been able to have a global picture of what is being done by national Governments, the United Nations system and intergovernmental and non-governmental organizations. This arrangement has facilitated the work of the Economic and Social Council in its function of coordination within the United Nations system.

74. The implementation of the Programme of Action adopted in Cairo calls for ample and sustained inter-agency cooperation and collaboration, where each agency, within the scope of its respective mandate, would fully contribute to the system-wide follow-up to the Conference. Taking into account the need for follow-up activities to draw on the existing capacity within the system, the Executive Director of UNFPA has been requested by the Administrator of UNDP, on behalf of the Secretary-General of the United Nations, to develop a coordinated approach for the implementation of the Programme of Action of the International Conference on Population and Development. In this regard, an Inter-Agency Task Force on the Implementation of the Programme of Action has been recently established in order to ensure a system-wide follow-up to the Conference. The Task Force will benefit from the experience and expertise of all relevant system-wide partners, in particular those with field-level operations. The first meeting of this Task Force, which took place on 13 December 1994, was attended by representatives of the Department for Economic and Social Information and Policy Analysis and the Department for Policy Coordination and Sustainable Development of the Secretariat, as well as of UNICEF, UNDP, UNFPA, the International Labour Organization, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization and the World Bank.

C. Follow-up to the Conference

75. The contents of the Programme of Action go beyond the traditional notion of population. The Programme of Action calls for the participation of all relevant units, bodies and organizations of the system in the follow-up to the Conference. In particular, the General Assembly and the Economic and Social

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Council are asked to review the intergovernmental and secretariat arrangements for population activities to ensure proper implementation, monitoring and evaluation of the Programme of Action.

76. In undertaking such reviews, it is important that due consideration be given to the relationship between research and policy analysis on the one hand, and operational activities on the other. It is widely recognized that solid and reliable analytical activities should provide sound guidance to operational activities; in turn, the study of the country-level experience and the specific needs for achieving the goals and objectives of operational activities should enrich and help guide the analytical work and facilitate the design of frameworks for improving the efficiency and effectiveness of operational activities. Preserving the independence, ideological neutrality and scientific integrity of analytical activities ensures the credibility required in the field of population and development.

77. Furthermore, the Programme of Action distinguishes follow-up activities to be carried out at different levels: national, subregional, regional and global. It would be appropriate for the Commission to advise the Council on the nature, scope and modalities at each level. Special consideration should be given to the need to reduce the number of reports and simplify them in order to transmit to the Commission only the relevant information needed to monitor the implementation of the Programme of Action.

78. In order to facilitate the review process proposed by the Conference and initiated by the General Assembly and the upcoming deliberations of the Economic and Social Council and its relevant subsidiary bodies, the Secretary-General has identified the following issues for detailed consideration:

(a) In the past, the Population Commission has been the Council's subsidiary body in charge of the follow-up to population conferences. Special consideration should be given to the most suited modalities of operation to respond to the future responsibilities given by the General Assembly to the Commission, in its role of reviewing, monitoring and assessing the implementation of the Programme of Action, as part of the follow-up to the Conference, as well as its future responsibilities in relation to the population programme of the United Nations system. In this respect, the Commission may wish to present to the Economic and Social Council its views on these matters as well as on how to organize its annual meetings;

(b) An integral aspect of the follow-up to the Conference will be the efforts by the international community to maximize the availability of resources and their most effective utilization, as indicated in the Programme of Action. The review of financial needs and resources would be greatly enhanced if it were considered in the context of the substantive deliberations on the follow-up to the Programme of Action;

(c) There is a need to strengthen the synergism that exists between analytical and operational activities in the field of population and development, with due consideration for maintaining the necessary distinct character of analytical and operational activities as mentioned above;

(d) With regard to analytical activities, it is important to stress the considerable benefits of the continued close interactions between the assessment of population trends and the analysis of population policies. In particular, these interactions provide critical knowledge for the effective formulation and implementation of activities related to the recommendations of the Programme of Action;

(e) Simpler and more effective reporting mechanisms are needed for the collection and compilation of: (i) socio-economic and demographic indicators; (ii) information on the adoption and implementation of strategies and policies; and (iii) data on programme performance;

(f) If information on the implementation of recommendations pertaining to certain conferences (e.g., UNCED, Women, Social Summit, Habitat II) will be collected at the country level and then consolidated and analysed, at both the regional and international levels, precise guidelines and procedures need to be established for such consolidation;

(g) At the intergovernmental level, continued close cooperation is needed among the revitalized Population Commission, the Commission on Sustainable Development and the UNDP/UNFPA Executive Board to ensure effective coordination, harmonization and collaboration in the field of population and development;

(h) The population dimension should be fully integrated into the major areas of work of the United Nations system and appropriate interdepartmental and inter-agency mechanisms should be arranged. Particular attention should be given to integrating population throughout the activities of the United Nations system, including, inter alia, peace-building operations and humanitarian and relief activities;

(i) An integrated approach, providing system-wide coordination and guidance in the monitoring of the implementation of the Programme of Action, is required; in addition, this monitoring should be properly coordinated with the reporting activities undertaken within the United Nations system as follow-up to other United Nations conferences;

(j) A more coherent United Nations reporting system may be facilitated by improved collaboration among the various functional commissions reporting to the Economic and Social Council; means to improve the level of interaction and cross-fertilization among the commissions need to be explored;

(k) Adequate procedures should be adopted to ensure more active participation of intergovernmental and non-governmental organizations in follow-up activities to the Conference at the international level.

79. As requested by the General Assembly and the Economic and Social Council, the views of the Population Commission on the implications of the recommendations of the Conference are to be transmitted to the Council in 1995. The Secretary-General, in preparing his report on the work of the Organization, to be submitted to the General Assembly at its fiftieth session, will take into account, inter alia, the views expressed by the Commission and the deliberations of the Council.

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Notes

1/ Report of the United Nations World Population Conference, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3) and Report of the International Conference on Population, Mexico City, 6-14 August 1984 (United Nations publication, Sales No. E.84.XIII.8 and corrigenda).

2/ In 1993, the General Assembly, in its resolution 48/186, para. 3, decided that the Preparatory Committee for the Conference shall be one of its subsidiary bodies.

3/ See Report of the Secretary-General of the Conference on the status of preparatory activities for the International Conference on Population and Development (E/1992/60), paras. 1 and 2.

4/ Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (A/CONF.171/13 and Add.1), chap. I, resolution 1, annex.

5/ See Council resolution 1991/93 of 26 July 1991, para. 4.

6/ See Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992 (United Nations publication, Sales No. E.93.I.8 and corrigenda).

7/ See Official Records of the Economic and Social Council, 1989, Supplement No. 6 (E/1989/24).

8/ See Economic and Social Council resolution 150 (VII) of 10 August 1948.

9/ See General Assembly resolution 2211 (XXI) of 17 December 1966.
